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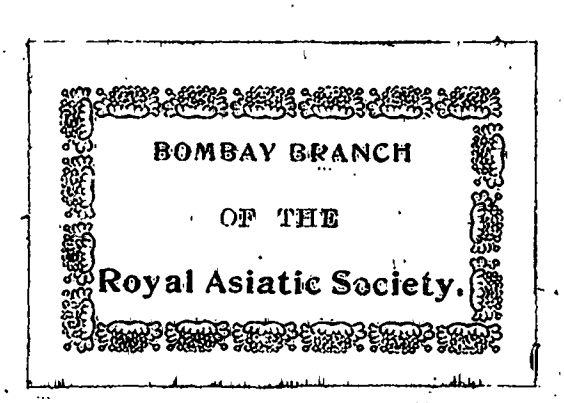

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Report on the Administration of the United Provinces of Agra and Oudh

1923-1924

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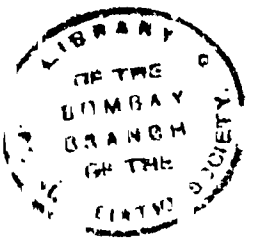

22/1/35

ALLAHABAD:
THE SUPERINTENDENT, GOVERNMENT PRESS.
1925

Price, Rs. 3]

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Report on the Administration

OF THE

United Provinces of Agra and Oudh

IN

1923-24.

Introductory Note.

This report describes for the most part events and conditions during the financial year from April, 1923 to March, 1924. Part I, the General Summary which follows, embodies the most notable facts in narrative form, and, with the aid of such information as is yet available, brings the record down to the end of December, 1924. Part II deals with each subject in detail, and is based on departmental reports which cover the calendar year, the financial year, the agricultural year or the land revenue year according to the nature of the subjects and work which they review.

Every tenth year, following the census, the history of the provinces in general and of modern developments and activities in particular is reviewed in the annual provincial report. The latest report containing information of this nature is that for 1921-22.

PART I.—GENERAL SUMMARY.

General Conditions.

1. The improvement in general conditions which was noticed last year was on the whole maintained during 1923-24. Undesirable and violent forms of political agitation continued to dwindle, but communal ill-feeling became bitter and at times resulted in disturbances. Prices were stable and the public health was not impaired by epidemic disease. The spring of 1924 yielded bumper crops.

2. The provinces were on a fair way to complete economic and financial recovery when there occurred, at the end of September, 1924, floods so widespread and calamitous as to be almost without recorded precedent. Continuous and violent rain for several days brought down the great rivers of the provinces in spate. At its height, the Ganges was in places a vast sheet of water 20 miles broad, and the Jumna at times rivalled it. More particularly in the submontane districts, and in the half of the province lying to the west of a line between Cawnpore and Lucknow, railways were breached—some lines for more than two months; roads and bridges were washed away, and canal works suffered widespread damage; houses, crops and cattle were destroyed; and though the loss of human life was relatively small, it was serious. The real extent of damage done in an area so vast will probably never be known; but by the middle of December it was computed that in areas amounting in the aggregate to over 3,200 square miles 7,000 villages had been seriously damaged; 1,100 lives had been lost; cattle to the number of over a lakh had been washed away; and over 240,000 houses had been destroyed.

The action taken to relieve distress was swift. By the middle of December Government had granted Rs. 5½ lakhs in free relief and some Rs. 28 lakhs in *taqavi* repayable without interest. Over Rs. 3½ lakhs of land revenue had been suspended, and revenue to the same amount had already been remitted. Local relief funds had reached a total of over Rs. 5 lakhs, and a central relief fund amounted to over Rs. 2 lakhs, all of which was being rapidly distributed. It was estimated that two lakhs of persons had been relieved.

Happily, the calamity brought in its train neither permanent damage to the land nor epidemic sickness. There was no startling rise in prices. A great portion of the inundated land was immediately re-sown successfully, and in some places the area under spring crops much exceeds the normal. The damage to the Ganges Canal near the headworks was most serious; but its repair was taken in hand with the utmost despatch. In the face of such a visitation of nature all parties sunk their differences and combined whole-heartedly with Government in the task of reconstruction.

Political Conditions.

3. The history of the past two years is one of a further return towards normal political tranquillity, though the record is marred by the rapid growth of communal tension, leading

to outbreaks of communal rioting on a scale not paralleled within recent years. For the improvement in general tranquillity, more settled economic conditions, the dissensions which broke out among extremist politicians, and the painful reminders given by communal riots of the necessity of having firm and impartial government must be held responsible.

The period opened with controversy between the "No-changers" and the Swarajists of the Congress party over the question of Council entry. Bitter though the controversy became in some other parts of India, the Swarajists of these provinces had the support of the bulk of non-co-operators from the beginning of the movement to abandon the boycott of the Councils. Recriminations were reserved for the Liberal party, the enormity of whose conduct in entering the Councils when the Gandhian programme enjoined abstention became the more apparent to extremists with their own decision to utilise the constitutional machine for attaining their objects. The resignation of the Ministers of the provinces in May, 1923 did little to alter this attitude. Both the zamindars, who had now seen the necessity of securing full representation in the Council for agriculturists, and the Swarajists were busy organizing their forces for the forthcoming election. When it came the Liberals were nearly ground to powder between the upper and nether mill-stones, and their place as a constitutional opposition in the Council was taken by the Swarajists.

Meanwhile the effort to keep alive mass interest in unconstitutional political methods languished. The release of the Ali brothers, and, later, of Mr. Gandhi aroused hopes that flame might yet be kindled in the embers of the non-co-operation movement, with its programme of withdrawals from the Government services and of boycotts of Councils, courts of law, and established educational institutions. But Mr. Gandhi's insistence on the constructive side of his programme and on the supreme importance of the *charkha* nonplussed many of his most ardent supporters; and although protracted negotiations led to a settlement in favour of a modified spinning franchise for Congress membership at the Belgaum Congress in December, 1924, the voice of criticism, at no time entirely stilled, began openly to question the infallibility of the inspiration which conceived and adopted the non-co-operation programme in preference to the use of constitutional channels and methods.

Other disintegrating factors were at work. The treaty of Lausanne, which gave the Turks an honourable peace, brought satisfaction to Muslims. Subsequently, the abolition

of the Caliphate by the Turks, the occupation of Mecca and the Holy places by the Wahabis, and communal happenings in India combined to divert Indian Muslims from extra-territorial loyalties to a closer examination of their position as a numerically inferior community at home. The problem of safeguarding communal interests under a system of representative government (which both the Reforms and those who demand immediate self-government postulate as an essential condition of political advance) has become uppermost in the mind of the community. The problem has been accentuated by the conversion and organization movements inaugurated by Swami Shradhanand, and by the disposition of some politicians to reconsider the terms of the Lucknow ' pact ' of 1917.

It was perhaps inevitable that there should be violent reaction from a unity of Hindus and Muslims which was based on expediencies of the moment rather than on any fusion of hearts and ideals; but it cannot be doubted that the reaction was the more swift and the more violent on account of the spirit of lawlessness and of intolerance engendered by the non-co-operation movement, and on account of the campaign of re-conversion and of Hindu organization.

Excitement spread with the meetings of the Hindu Maha Sabha at Benares in July, 1923 to discuss Hindu *Sangathan*, and with tension at the *Baqr Id*. A series of disturbances at Moradabad, Meerut, Rae Bareli and Gonda culminated in the serious *Muharram* riots at Saharanpur and Agra. Efforts were made by politicians of all shades as well as by Government to allay the growing unrest. But the tide of communal hostility had set in strongly, and " unity " resolutions passed by the Congress at Delhi in August and at Cocanada in December were in vain. Disturbances at Calcutta, and then at Delhi, in 1924 were followed by riots at Amethi, Lucknow and Shahjahanpur in these provinces, and at Kohat. A serious attempt by representatives of all religions gathered at Delhi to arrive at a basis of agreement on disputed points was immediately followed by outbreaks at Allahabad and Jubbulpur. The events of these riots, particularly of the Kohat tragedy, are still being discussed widely.

Communal animosity continues, though in a lower key, and was not absent even from the Congress proceedings at Belgaum. It cannot be said yet that the outlook has cleared; but if the events of 1923-24 lead to a more sober appreciation of facts as they are and of the real difficulties of governance, then even these outbreaks of communal feeling, which all must deplore as a form of social and political retrogression, may not have been entirely without fruitful results.

The Press.

4. There was a noticeable improvement during the period in the language and tone of the Press in these provinces. If on some subjects, such as the Kenya settlement, the proceedings and recommendations of the Lee Commission in regard to the public services, and in regard to the Bengal Ordinance, the Press was almost unanimously hostile in its attitude, at least its views were usually couched in the ordinary language of political controversy. Reckless allegations both as to the acts and as to the motives of Government ceased to be popular, save with a few extreme organs for whom the desire to vilify Government was paramount. It must be confessed that some of the heat of political writings in the vernacular press was merely diverted from anti-government attacks to attacks of a communal nature; but in their comments on religious disturbances the more responsible organs of the Press strove to refrain from adding fuel to the flames. At moments and in places where communal tension was at its height, the Government, indeed, received encouragement and support from the most unexpected quarters. But as soon as any turmoil subsided Government was blamed for failing to anticipate it and for failing to check the growth of communal ill-feeling. This, however, was not the case with certain vernacular newspapers, which, grasping the gravity of the situation, gave staunch and consistent support to Government in dealing with it.

In the sphere of imperial and foreign affairs the prospect of an improved tone following on the settlement with Turkey and on improved relations with Afghanistan was belied by the attitude adopted towards British African affairs, and towards the measures taken to end the impossible situation in Egypt which culminated in the murder of Sir Lee Stack. The attitude of the British Government towards India and towards Egypt was portrayed as one of crude imperialism.

In regard to all-India affairs, there were insistent demands for further political advance. Though there was little difference between Swarajist and Liberal programmes of advance, there was much recrimination between the two parties. Liberal papers such as the *Leader* evoked bitter comment from extremist organs by criticising the "wrecking" tactics of Swarajists in Councils where they had a majority. Comment of this nature was, however, mild, compared with the condemnation showered on ex-Ministers of

several provinces who voiced their doubts as to India's readiness for further instalments of self-government. An atmosphere of unreality pervaded some of the commentary on the political situation: relations between Hindus and Muslims were stated to be most satisfactory, in spite of indisputable evidence to the contrary. In the face of cold-blooded murders and anarchic plots in Bengal, the Bengal Ordinance was condemned as tyrannical.

In provincial affairs, interest centred largely in the electoral struggle and its results in the new Legislative Council in 1924, and in the discussion of communal relations. The active participation of the Swarajist party in Council proceedings considerably stimulated interest in these proceedings. *Shuddhi* and *Sangathan*, local communal grievances, and the possibility of restoring unity were discussed at great length. While much was written on the need for restoring financial equilibrium and for retrenchment in the provincial administration, the measures of retrenchment effected did not always meet with approval. The proposals for amalgamation of districts and tahsils evoked indignant protests, and revealed vividly the strength of local patriotism. The Liberal papers strongly criticised most of Government's activities, and the *Leader* warmly espoused the claims of Allahabad as the permanent seat of administration. It was supported by the *Aj* and other Hindi papers, while the *Indian Daily Telegraph* and some Urdu papers supported the cause of Lucknow. The publication of the report and proposals of the Agra Tenancy Bill Committee gave rise to criticism, mostly hostile, though the proposals were equally criticised as depriving the zamindar (particularly the petty zamindar) of too much, and as conceding to the tenant too little.

The new element in district and municipal boards provided material for lively discussions of parties and policy, while Improvement Trusts came in for much criticism.

The Legislative Council.

5. The first Reformed Council came to an end in the autumn of 1923, when it was congratulated by His Excellency the Governor on a record of useful work and on surmounting "not a few financial and administrative difficulties". Its work was summarised in last year's report. Its successor, which met in January, 1924, similarly contained a majority of responsible landholders, but the Liberals who had constituted the "Opposition" in the previous Council were to a large extent displaced by the Swarajists, who speedily proved to be

a cohesive political party, if they naturally lacked the experience in debate possessed by some of those whom they displaced. His Excellency the Governor extended a welcome to the new party, and invited it to profit by the legislative experience of the previous Council and by its predecessor's recognition of the reality of the Reforms and of the power of Council. Government had no new policy to announce, but it proposed with the assistance of the Council to face the question of agrarian legislation in the belief that the essential community of interest of landholder and tenant would provide a solution of agrarian troubles.

The new Council soon showed itself as jealous for the interests of the tax-payer as its predecessor. The budget was narrowly scrutinised in the interests of retrenchment, and in the light of the evidence and recommendations of the Economy Committee appointed in the previous year. Many proposed allotments were either rejected or reduced in amount. In particular, the Council refused to sanction the expenditure proposed for revision of land records and for settlement operations in districts where settlement was due to commence. The periodic revision of records being an essential duty quite apart from questions of the re-settlement of districts, expenditure for revision was certified by His Excellency the Governor; but settlement work was suspended throughout the year. On the whole question of settlement of land revenue the Council showed much solicitude, and resolutions were passed in favour of codification of the principles of assessment and on postponement of fresh settlement operations. The Committee to consider the draft Agra Tenancy Bill also met during the year and issued its report; but the necessity of referring Government's proposals as to settlements to the Government of India prevented an immediate discussion of agrarian legislation.

The Council showed itself equally anxious to keep a close watch on all the details of the working of the administrative machine. A very large number of questions related to appointments and proceedings in almost every department of Government. A resolution was passed condemning the recommendations of the Lee Commission in regard to the pay of the superior services, while its recommendations for further Indianisation were regarded as inadequate. Other resolutions favoured early separation of the judicial from the executive machine, and laid down guiding principles as to the application of the preventive sections of the Criminal Procedure Code. In other directions the Council purported to champion the cause

of the liberty of the subject. Various questions and resolutions concerned the early release or the treatment of such political offenders as still remained in jail. Many questions and a few resolutions related to the facts of communal riots and to the measures by which they were prevented or ended. The custody of persons suspected to be dangerous lunatics was raised, and it was recommended that they be kept under observation in hospitals, not in jails.

In matters of social and economic interest there were resolutions favouring financial grants to encourage cottage industries, and favouring the extension in these provinces of legislation for the better management and stricter supervision of *waqfs*. A useful piece of social legislation completed by the end of the year was Rai Bahadur Lala Sita Ram's Bill for the amendment of the Public Gambling Act so as to penalise the *Satta* gambling (i.e., gambling on such things as future prices, future rainfall, etc.) which is so prevalent in some large trading centres.

A question which aroused much local patriotism related to the removal of the Public Works Secretariat from Allahabad to Lucknow. The question was made an Allahabad *versus* Lucknow issue, and the verdict was a narrow one in favour of Lucknow.

CRIME AND POLICE ADMINISTRATION.

Crime of 1923-24.

6. The improvement in political and economic conditions which took place during 1923-24 enabled the police to devote greater attention to the prevention of ordinary crime, and particularly to the rise in the number of dacoities which had been a serious feature during and after the War. In both years, however, their normal work was frequently interrupted by communal dissensions for months at a time in a large number of districts. But it is significant of the progress made towards restoration of public tranquillity that in spite of the havoc and distress caused by the great floods of September, 1924 there was no marked subsequent rise of crime. The promptitude with which measures of relief for sufferers was taken has something to do with this result.

The record of police work of the last two years in putting down dacoity is a notable one. In last year's report mention was made of the success obtained by the special dacoity force under Mr. F. S. Young in breaking up the dangerous gang of Bhantus led by Sultana which had terrorised the submontane districts to the west of the province for some years. The operations ended with the arrest of 311 dacoits, besides which 7 others were killed in armed encounters. The special force has

since been active and successful in the west of the provinces. A notorious leader of Moradabad and a mixed gang of 31 Pasiyas and Aherias with arms and stolen property have been arrested; and operations recently undertaken against other Aherias appear to be improving the position in Aligarh and neighbouring districts, where the increase in dacoity of a dangerous type in recent years has been considerable.

In addition to this, the energy displayed in other districts where dacoity was heaviest has been rewarded by some signal successes. The dramatic arrest of a murderous dacoit by the District Magistrate and the Superintendent of Police of Budaun, assisted by a body of the Budaun and Bareilly police, was followed by the rounding-up of about 100 members of his gang. There have been other gallant arrests of armed dacoits and general conscientious dacoity work in most districts, with the result that in Rohilkhand, Rae Bareli and Gorakhpur there has been a very large reduction in the volume of dacoity. It is also gratifying that, encouraged by the examples of officers, villagers have offered successful resistance to dacoits in the districts of Agra, Meerut, Bulandshahr and Fatehgarh.

This improvement extends to the figures of other offences against property. The decrease in robberies, burglaries and thefts is, doubtless, connected to some extent with the fall in the number of *chaukidars*, the ordinary reporting agency. Even so, there is reason to think that crime against property, particularly organized crime, has declined.

The case is different with the returns of offences of personal violence, such as murder, grievous hurt and riots. The number of murders committed from motives of personal enmity and revenge continues to be high. The number of riots has been increasing steadily since 1919, though they have largely changed in character from political and economic riots to riots connected with religious disputes. The agrarian factional fight still remains a prominent feature of rural life. There can be little doubt that the spirit of lawlessness and violence engendered by the non-co-operation movement is responsible for the fact that so many minor disputes which could have been settled with a little forbearance between the disputants ended in violent outbreaks. Riots of a communal nature occurred in 13 districts during 1923, and in at least 11 districts in 1924. Of a total of 115 riots in Agra district in 1923, no less than 93 were attributable to communal strife. In one industrial riot of Cawnpore early in 1924 the police were compelled to fire on the rioters, whom their leaders were unable to control.

Investigations and their results.

7. With fewer offences and fewer reports to the police, there was better investigation work, and the percentage of convictions to cases investigated rose from 43.45 to 47.75 per cent. The number of reports to Magistrates continues to show some increase, consequent on the reduction in the numbers of rural police. There is no reason to think that any substantial volume of crime is now going undetected or unreported in consequence of reductions in the force, though there is often injurious delay in reporting serious crimes. Moreover, with the increase in the number of honorary courts and of village *panchayats*, petty complaints are not brought to the police so often as formerly.

Police administration.

8. Further progress in giving effect to the recommendations of the Civil Police Committee resulted in the abolition of 11 rural police stations. In regard to personnel, the post of Deputy Inspector-General in charge of Railway Police was abolished and his work has been entrusted to an officer of the rank of Superintendent. There were sweeping reductions in the numbers of civil police, head constables and constables, and in the number of armed police constables. The number of *chaukidars* was further reduced, and at the end of 1924 was to aggregate only 42,550 men against an original total of 87,903. It is generally felt in the districts that reductions in the numbers of police have reached the limit compatible with maintenance of ordinary public security; and in certain districts the reduction of the number of circle inspectors embarrasses police administration not a little. Moreover, the housing of the police in many stations of the provinces is in an unsatisfactory condition, both as regards safety and as regards the health and efficiency of the force. As a result of the economies effected, the total expenditure on police has fallen from Rs. 138.60 lakhs to Rs. 134.29 lakhs. In spite of some difficulties and discouragements, the discipline of the force has continued to improve, as also the popularity of Police service.

The Criminal Investigation department was re-organized in 1923 into two branches—an investigation branch and a special branch. There was a crop of cases involving considerable skilfulness in forgery and fraud, practised more particularly upon banks in the provinces; and the department worked out these cases with care and success, though handicapped by reductions in the allotment for carrying on its work.

The railway police had a considerably quieter year. The almost overwhelming difficulty of preventive work on railways was materially lightened by the introduction of special locks and rivets for wagons on a number of railways, which led to

a marked decrease in thefts from station yards and goods-sheds.

The high standard of training at the Police Training School, Moradabad, was maintained, and of 129 students only 13 failed to pass the final examination at the end of the year. A new system of training for the rank and file will come into force during 1925.

THE ADMINISTRATION OF JUSTICE.

Criminal Justice.

9. Considering the improvement in public tranquillity of the past two years, it is surprising to find that the number of offences coming before the Courts in 1923 was the highest since 1919. The figures returned by Courts exclude, moreover, the increasing number of petty criminal and civil cases which are settled by village *panchayats*.

The increase is not in heinous offences, but is, to a small extent, in the number of offences under various local and special Acts, and, to a large extent, in the number of cases of personal violence and of faction fighting. Apparently the spirit of intolerance and lawlessness which arose in 1920-21 is not easy to exorcise.

In the circumstances the Criminal Courts were busy, and frequent temporary appointments of additional Courts had to be made. The work of Courts was increased by institution of a very large number of cases of a false or frivolous complexion. As usual, subordinate courts made little use of the machinery that exists in the law for dealing summarily with trifling complaints and for punishing perjured complainants. The average duration of a criminal trial remained the same —about ten days. The number of witnesses summoned to Court but not examined is about one-sixth of the total number summoned—a feature to which the High Court and the Judicial Commissioner draw attention.

Honorary Magistrates disposed of more than one-third of the cases of the year. When it is considered that the total number of appellants from convictions in all Courts is less than one-tenth of the number of persons tried, and less than one-fourth of the number convicted, the material part that Honorary Magistrates play in administering criminal justice is apparent.

Civil Justice.

10. Slight relief from the growing pressure on Civil Courts was afforded by a fall in the number of fresh suits instituted. The fall took place chiefly in the number of suits not exceeding Rs. 50 in value. There is reason to think that

an improvement in the circumstances of the poorer classes is partly responsible for the decline, and also that village *panchayats*, which deal mainly with petty money suits under Rs. 25 in value, relieve Courts of numbers of petty suits.

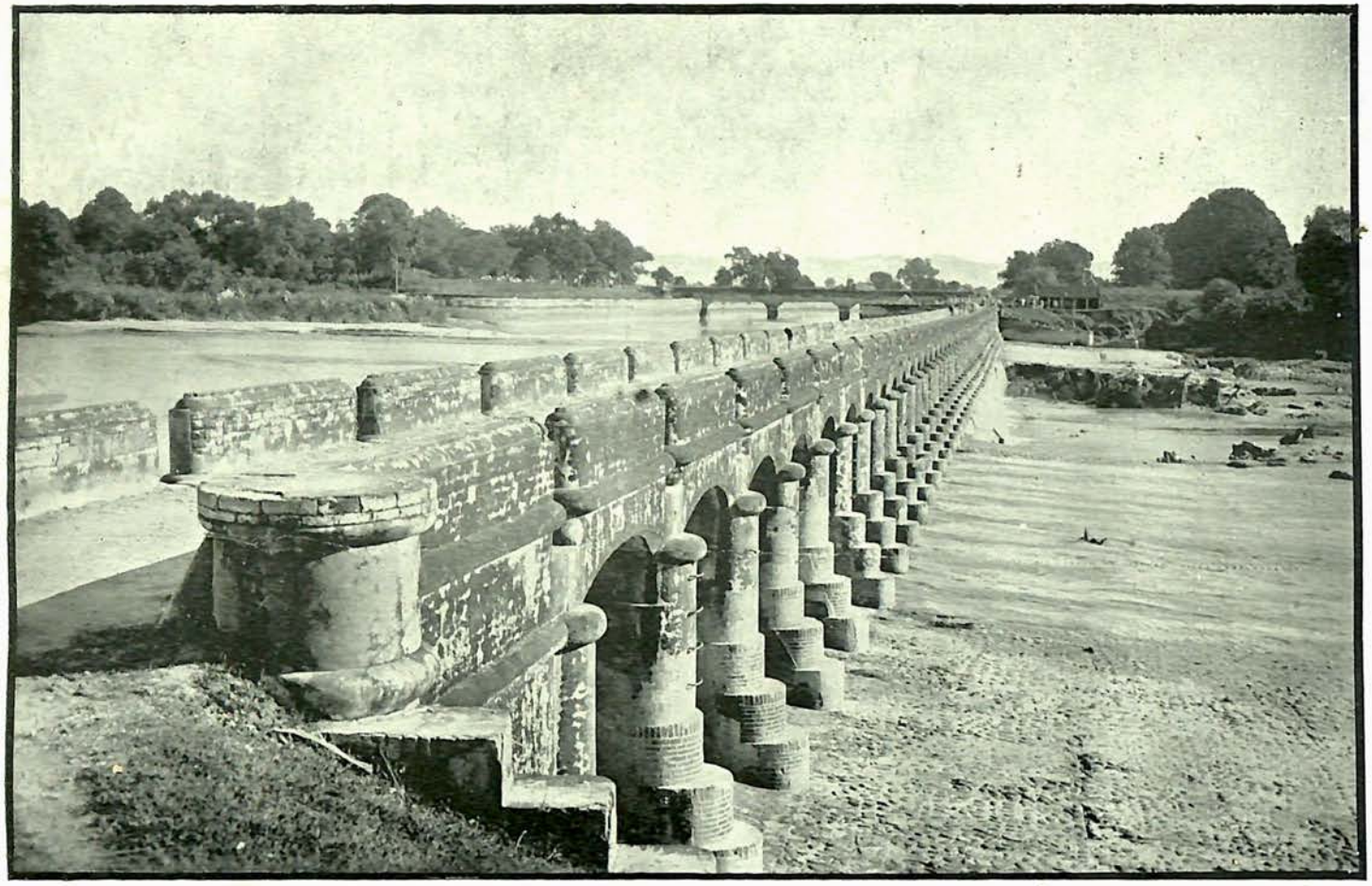
In spite of this relief, the number of suits disposed of fell, and the average duration of a suit rose seriously, in both provinces. The duration of a contested suit averaged 115 days in Agra and 90 days in Oudh. Sanction to new appointments of 5 Subordinate Judges and 22 munsifs from April, 1924 will, it is to be hoped, reduce the congestion, if it cannot remove the causes of congestion.

Meanwhile, the mass of legislation and the extent to which it governs private and public life continue to grow. The establishment of a Chief Court in Oudh and the establishment of Civil Courts in Kumaun are forward steps which, it may be expected, will be taken ere long. The vital question, that of delay in civil justice and its causes, has been in 1924 the subject of exhaustive enquiries by a Civil Justice Committee appointed by the Government of India; the report and recommendations of that Committee should shortly be complete.

Agrarian Problems.

11. The progress made during the period towards solution of the agrarian problems of the time was substantial, the more so, perhaps, because people in the mass ceased to entertain wild hopes of finding a short cut to a new political and economic Golden Age. The two years of operation of the revised Tenancy Law of Oudh had resulted in allaying greatly the discontent of the Oudh peasantry, and, incidentally, in an appreciable decline in the volume of tenancy litigation. Political tranquillity made it possible to attack in earnest two more leading agrarian problems: the principles and bases of land revenue settlements in general, and the improvement of the Tenancy law in Agra province.

The report of the Settlement Committee appointed in 1922 was published in August, 1923. Put very briefly, the Committee proposed the adoption of less rigid and more sympathetic methods of determining assets for the purpose of assessing land revenue, and recommended that the percentage of assets to be taken should be between 35 and 45 per cent. and, in certain cases, as low as 30 per cent. A limitation of 50 per cent. for enhancement on individual mahals was proposed. An extension of the term of settlement beyond the normal 30 years, in certain circumstances, was favoured. New legislation, which would bring before the public and the Legislative



Dhanauri level-crossing, Ganges Canal, after the floods of September, 1924, showing the canal and the scouring of the floor of the torrent below the bridge. The photograph shows the distortion of the bridge above the scouring and indicates the danger of collapse of the whole structure.

Photograph by Mr. Jwala Prasad, Assistant Engineer.

Council not only the law governing land revenue policy but also the operations of each settlement as it took place, was drafted.

The provincial Government has made its own proposals on these recommendations to the Government of India, and it may be expected that a definite scheme of land revenue policy will be made public in due course.

In regard to the Agra Tenancy Act, a Committee was appointed in April, 1924 to consider revision, and its proposals were published in August of the same year. The Committee took a Bill drafted by the Board of Revenue in 1918 as a basis, and had in mind, evidently, the beneficial effects in Oudh of the amendments of the Oudh Rent Act.[m] To put some of the Committee's proposals very briefly, it recommended that non-occupancy tenants should receive life-tenures, on conditions similar to those now in force in Oudh; and also, on condition that zamindars should be able to acquire *sir* rights in *khud-kasht* lands, and should be able to recover arrears of rent more easily than can be done under the existing law. The Committee also framed measures dealing with the problem of enhancement of rent. They proposed to limit the amount by which the rent of a holding might be enhanced at one time to 33 per cent., provided that the rent so enhanced was not less than half the current valuation of rent for the holding at sanctioned rates. They considered that enhancements should be made by special officers in *roster* years at intervals of one-third of the ordinary period of settlement. There were also proposals in regard to jurisdiction of Courts and other matters.

Discussion of these proposals has been proceeding. It is obvious that the problems of the tenant—security of tenure and a fair rent—are closely bound up with the financial position of the zamindar, and thereby with his financial relations with Government. It is therefore probable that the two questions of settlement and of tenancy policy will, as in 1901, be taken up together shortly.

Other agrarian problems have also been receiving attention. The economic importance of consolidating holdings and of arresting the progress of fragmentation first received attention in 1912, and formed the subject of a report by a special officer in 1921. Experiments in the direction of consolidation are to be attempted by the Registrar of Co-operative Societies in a few districts where conditions favour the attempt.

It has also been decided, on the basis of an enquiry by a Committee, to simplify the work of maintaining the land

records by doing away with the necessity of rewriting every year the more important records. The labour thereby saved should result in greater accuracy in compilation.

AGRICULTURAL CONDITIONS.

Character of the rainfall.

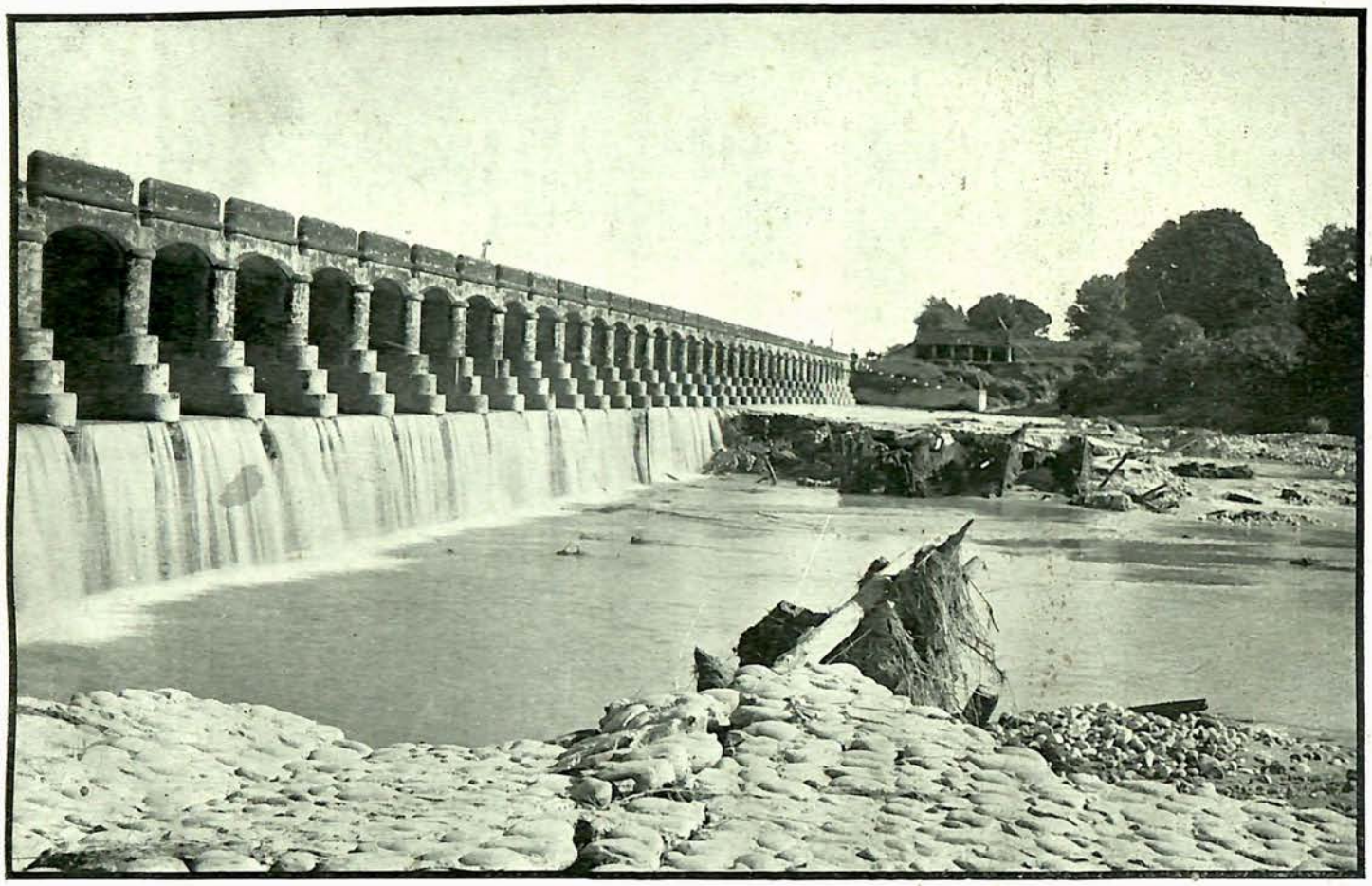
12. The prominent feature of the last four years has been abundant rainfall; and in provinces where ample water-supply spells life, and the lack of it spells death, nothing has done so much to repel the advance of economic and political discontent as a series of good monsoons. A feature of the past three years has been the unevenness of the monsoon's course. This was slightly noticeable in 1922; more so in 1923, when the monsoon began late and ended in a burst of heavy rain which did some damage in Oudh; and most noticeable in 1924, when the floods at the end of September did damage in more than half the districts of the provinces. The general effects of that calamity have been described already. In regard to the destruction of growing crops, official estimates in December, 1924 were that crops had been completely destroyed in over 4 lakhs of acres, and in a further 3½ lakhs of acres more than half the crops had been lost.

Effect on harvests.

13. The general effects of monsoons of this character were as might be guessed: the *kharif* area contracted and the *rabi* area expanded. The *kharif* fodder crops, and cotton, have in the past two years suffered from excess of rain, while, on the other hand, late rice has had a good innings and sugar-cane has met with striking success, both as to area and as to the quality of the yield, though in 1924 floods did somewhat substantial damage. The outturn of *rabi* crops has more than compensated for deficiencies in the *kharif*. 1923 provided a good all-round spring harvest, and 1924 a bumper harvest. Barley and grain were notably successful in 1923, and the final burst of the monsoon of 1923 was responsible for a large expansion of the wheat area in the spring crop of 1924. The energy and success with which the area devastated by the floods of 1924 has been resown, coupled with good prospects in the undamaged areas, make the outlook for the spring crop of 1925 fairly promising.

Prices.

14. The general break in prices in September, 1922 which marked the close of an era of scarcity was not followed by any reaction until July, 1924, when growing uncertainty as to the monsoon led to a sharp rise in the price of agricultural produce. The level would doubtless have fallen again had it not been for the September floods, which, however, have been not themselves been responsible for any acute rise.



Dhanauri level-crossing, Ganges Canal, nearer view of the damage done to the flooring of the torrent bed below the bridge.

Photograph by Mr. Jwala Prasad, Assistant Engineer.

The following compares prices for staple products during the last year in seers to the rupee :—

	Wheat.	Barley.	Gram.	Rice.
December, 1923 ...	8.60	14.00	15.74	6.34
June, 1924 ...	9.12	14.24	14.40	5.72
July, 1924 ...	7.94	12.37	12.37	5.44
December, 1924 ...	7.84	11.06	11.06	5.82

Condition of the agricultural classes.

15. Broadly speaking, the past two years have seen the menace of famine recede into the background. The fall in the prices obtainable for the products of the soil has not left the cultivator with a large margin for the purchase of the amenities of life; and, in some cases, proceedings for enhancement of rent, delayed by political and agrarian agitation and from considerations of scarcity, have been launched when prices of produce had fallen materially. Very real, but (it is to be hoped) temporary distress was caused by the floods in the north and west of the provinces. The large number of cattle which perished is a vivid illustration of the swiftness of the calamity; and such a loss will take time to remedy. But when due allowance has been made for these factors and also for periodic visitations of epidemic disease, no features of the life of these provinces are so striking as their ability to recover rapidly from any calamity other than the calamity of drought, and the absence of unemployment notwithstanding the pressure of a vast population on the land.

Irrigation.

16. The overwhelming importance of a good monsoon is well illustrated by the figures of irrigation during 1923-24. Actually, the artificially watered area during the year was only 23 per cent. of the whole cultivated area; and, of the irrigated area proper, 54 per cent. was watered from wells, 25 per cent. from such natural resources as rivers and *jhils*, and 21 per cent. from canals.

Even so, the area irrigated from canals was about 2 million acres, or half a million less than in the previous year. The produce of this area was estimated to be worth some Rs. 13½ crores. The cost of the canal supply to the agriculturist in rates was Rs. 1½ crores. The working expenses to Government were about half a crore, giving a net revenue of almost one crore.

In the working of the irrigation system substantial economies—notably the abolition of 3 divisions and 2 sub-divisions—were effected. Operations were closely scrutinised by

the Irrigation Board, which was reconstituted in 1923 so as to give wider representation of the classes concerned in canal irrigation.

While, in the favourable conditions of the period, the people made little effort to extend the number of wells, the extension of canals, the greatest insurance of the provinces against time of drought, made considerable progress. Work was advanced on the headworks of the Sarda Canal at Banbassa and on the Deoha barrage, while long stretches of the future canal, involving, in the submontane area, the clearance of miles of dense forest, were excavated.

17. The floods of September, 1924 subjected the canal works of the provinces to tests of unparalleled severity. The damage done at the headworks of the Ganges Canal and the Jumna Canal was considerable: bunds were breached and heavy shoaling occurred in the supply channels. The supply channel for the Jumna Canal at Tajiwala-Naushera was silted up throughout its entire length, and will take months to clear.

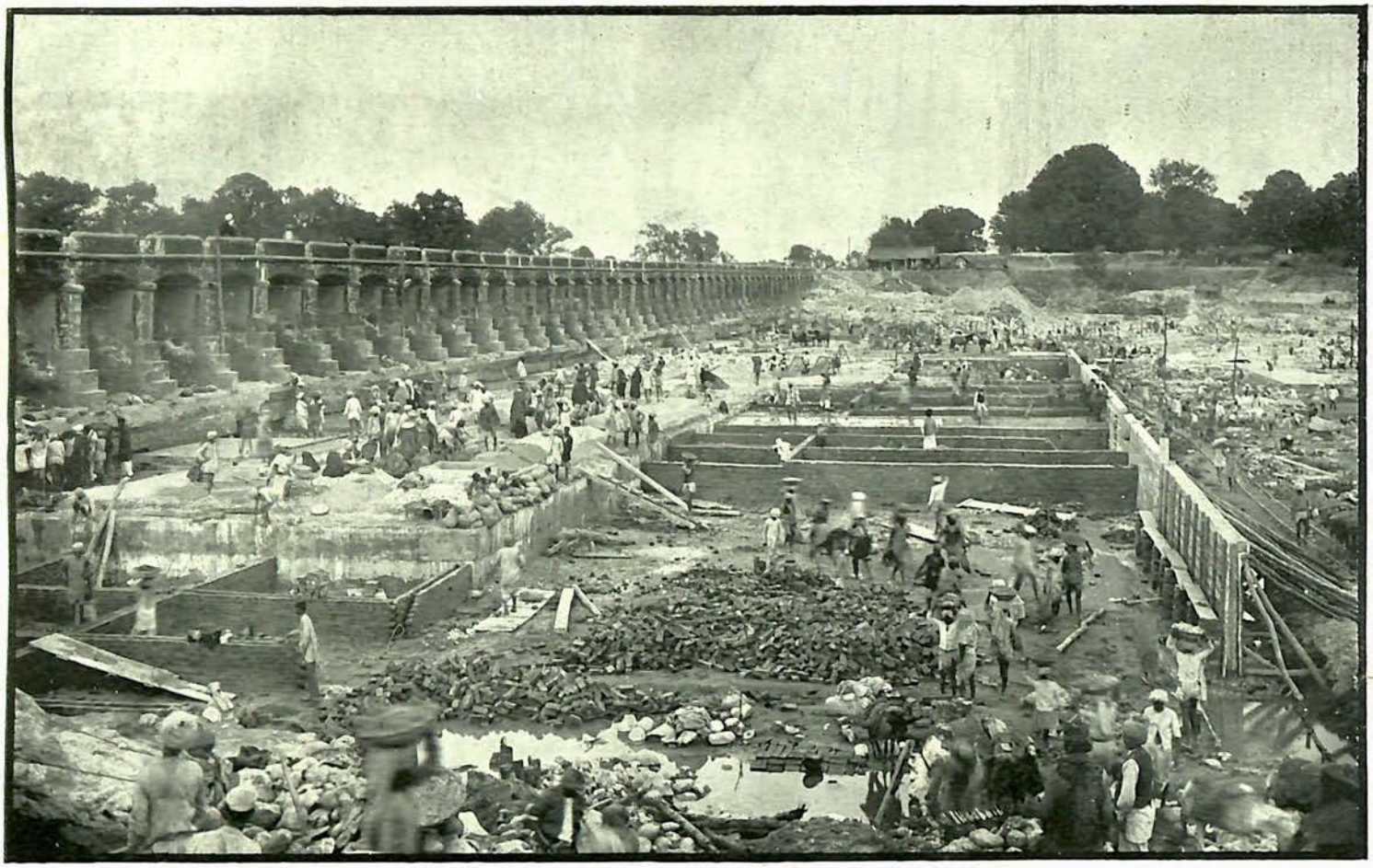
The most serious threat to the Ganges Canal occurred at Dhanauri, 13 miles below Hardwar, where the Rutmu torrent enters the canal near the Suwalik Hills and passes out on the other side over a dam. The torrent came down in such fury that its sandy bed and the protective works below the dam were scoured out violently, the scouring cutting back until it almost undermined the dam. Had the dam gone, the entire canal supply would have gone with it; and, apart from the resulting havoc, the rebuilding of the dam and aqueduct for the canal would have been a very lengthy and costly undertaking. As it is, only the promptest measures have made irrigation possible in 1925. An immense reinforced concrete floor and flights of falls are now being built below the dam to protect it from the menace of further scouring.

There was also considerable damage in one of the Dehra Dun canals and at the headworks of the Agra, Rohilkhand and Bijnor canals. Altogether the repair of flood damage to the canals is estimated to cost some 25 lakhs of rupees.

Agricultural development.

General.

18. During 1923 and 1924 the department of Agriculture has been obliged to restrict its operations to lines of proved utility. The effect of such a policy has not been without value in leading to fuller and wider appreciation of the usefulness of the department than had hitherto been the case.



Dhanauri level-crossing, Ganges Canal, showing the nature of the new flooring nearest to the bridge. The bed of the torrent is being filled up with a cellular floor of reinforced concrete.

Photograph by Thomason College, Roorkee.

19. Favourable prices in the engineering market enabled the Agricultural Engineers to equip their workshops thoroughly and to complete no less than 48 tube wells during the year. The demand increases with every successful well sunk, and the programme on hand is a heavy one. There are also possibilities of developing the construction of smaller tube wells at lesser cost for zamindars with only moderate resources. The limited staff of 42 well-borers bored 608 wells in 30 districts. **Development of water-supply.**

20. For the improvement of field produce the department continued to maintain a number of farms, which may be classified accordingly as they are mainly instructional, research, experimental or demonstration farms. Instructional farms were those maintained for teaching practical methods at Cawnpore (for the Agricultural College) and at Bulandshahr (for the Agricultural School). The usefulness of both was extended during the period. The research farm at Muttra and the botanical portion of the farm in Cawnpore produced important results. The work on the former led to the establishment of a cotton (Aligarh no. 19) which has excellent agricultural characters and which is liked by both growers and spinners. The entomological section at Cawnpore were engaged in a campaign against the boll-worm, a pest which does enormous damage to cotton. The economic troubles connected with other crops, particularly the problem of potato storage, were also under close examination with a view to remedy. **Improvement of field produce.**

The experimental farms, whose main purpose is the production of the best seed suitable to the provinces, had a successful year. Particularly was this so with sugarcane plantations and research work at Gorakhpur and Shahjahanpur. The rapid extension of improved varieties of sugarcane throughout Shahjahanpur and the neighbouring districts, particularly Hardoi, has been remarkable, and is all the more important in view of the impending development of the Sarda canal system.

In the demonstration farms, which are expected to demonstrate that improved methods mean improved profits, unprofitable areas were got rid of, and a deficit of Rs. 13,000 in 1922-23 was converted into a profit of Rs. 13,000 in 1923-24. How these farms influence zamindars to imitate the crops, seed and methods adopted is illustrated by the ever-growing number of private farms. The quantity of advice sought and given to private farms grows yearly. A leading feature of expansion in 1924 has been the establishment of ten seed stores, with a supervising inspector and an adequate

managing staff. Each of these stores is capable of distributing annually 20,000 maunds of seed.

Cattle-breeding.

21. The two cattle farms at Muttra and Kheri, with over 500 head of cattle, continued to supply selected bulls for breeding purposes, and the demand exceeded the supply. Important experiments in the evolution of types, the males of which will be good draft animals and the females high milk yielders, have already met with a certain amount of success. This is notably so with the supply to the eastern districts, which are notoriously deficient in good milch cattle.

Little advance could be made with horse-breeding owing to financial stringency. The improvement in the types to be found in the western districts as a result of the operations of the Army Remount department is, of course, well-known.

Good hard work was, as usual, done in the prevention and cure of cattle disease, particularly in inoculation against outbreaks; and there was no severe epidemic.

Agricultural education.

22. The Agricultural College and the Agricultural School were fortunate in attracting the most desirable types of student. The school was fully equipped during 1923, and an important development in 1924 was the deputation, for the first time, of a number of district board school teachers for training in agriculture.

Public gardens.

23. The public gardens of the provinces came under the control of a Deputy Director of Agriculture during 1923. Aided by increased grants from the Government of India towards upkeep of those gardens which are of archaeological interest, and by measures of economy, there was a saving in the cost of maintaining public gardens during 1923-24. Attention has been devoted to securing better practical results, but aesthetic ideals and values have also been borne in mind.

FORESTS.

Disforestation and afforestation.

24. The chief change of the period has been the removal of restrictions on exploitation in Kumaun, in accordance with the recommendations of the Kumaun Grievances Committee. The object of the Committee was to relieve the hardships felt by the present generation of inhabitants of the Kumaun Hills; but the private trader and others have been quick to exploit the results of withdrawing forest control. If the present rate of destruction continues without any breathing space for the regeneration of species, the days of the Kumaun forests are numbered.

In the other direction, the afforested areas, particularly in Etawah and Agra, continue to improve. There are the beginnings of a demand on the part of landholders for afforestation

at their own expense, especially among those who realise that afforestation means fodder supply as well as timber and fuel supply. This tendency is of much importance to the provinces. Fully developed, it would mean that animal manure, instead of being generally consumed as fuel, would be used in much-needed restoration of the soil.

Production.

25. In silviculture notable progress was made with the artificial regeneration of *sál* and of *chir*, and with the experiment of *taungya* cultivation in the eastern forests. The *taungya* system means the growth of forest on cultivated soil by co-operation between the cultivator and the Forest department, and has possibilities for the future of much importance.

Produce to the value of nearly Rs. 82 lakhs—chiefly timber and fuel—was removed from the forests during 1923-24. More than two-thirds of the forest area was open for grazing and nearly 12 lakhs of cattle were grazed therein.

The output of extracted and semi-manufactured products has been greatly curtailed by the handing over of the sawmill, rosin and turpentine activities of the Utilization Circle to private companies, in which Government holds large shares. The transfer was completed during 1924.

Communications.

26. Lack of funds continues to impede the extension of forest tramways, though it is recognised that such tramways are, financially, the soundest method of developing forest revenue. Two recently constructed tramways in the Sarda gorge and in Motichur have already yielded direct revenue in amounts which show that they will repay the whole capital cost of construction within a very few years, to say nothing of the indirect revenue obtained from the sale of produce from areas hitherto inaccessible. Tramways are to be constructed in Gorakhpur and in the Haldwani division which are expected to yield valuable results.

General.

27. 1923 and 1924 were free from serious forest fires. The gross income from forests declined on account of contraction of the Utilization Circle. The timber market was dull, and still continues dull, except for increased activity in the railway sleeper business. The considerable savings from economies in the Utilization Circle resulted in a rise in the net forest revenue from Rs. 24 to Rs. 30 lakhs.

INDUSTRY AND TRADE.

Industrial conditions.

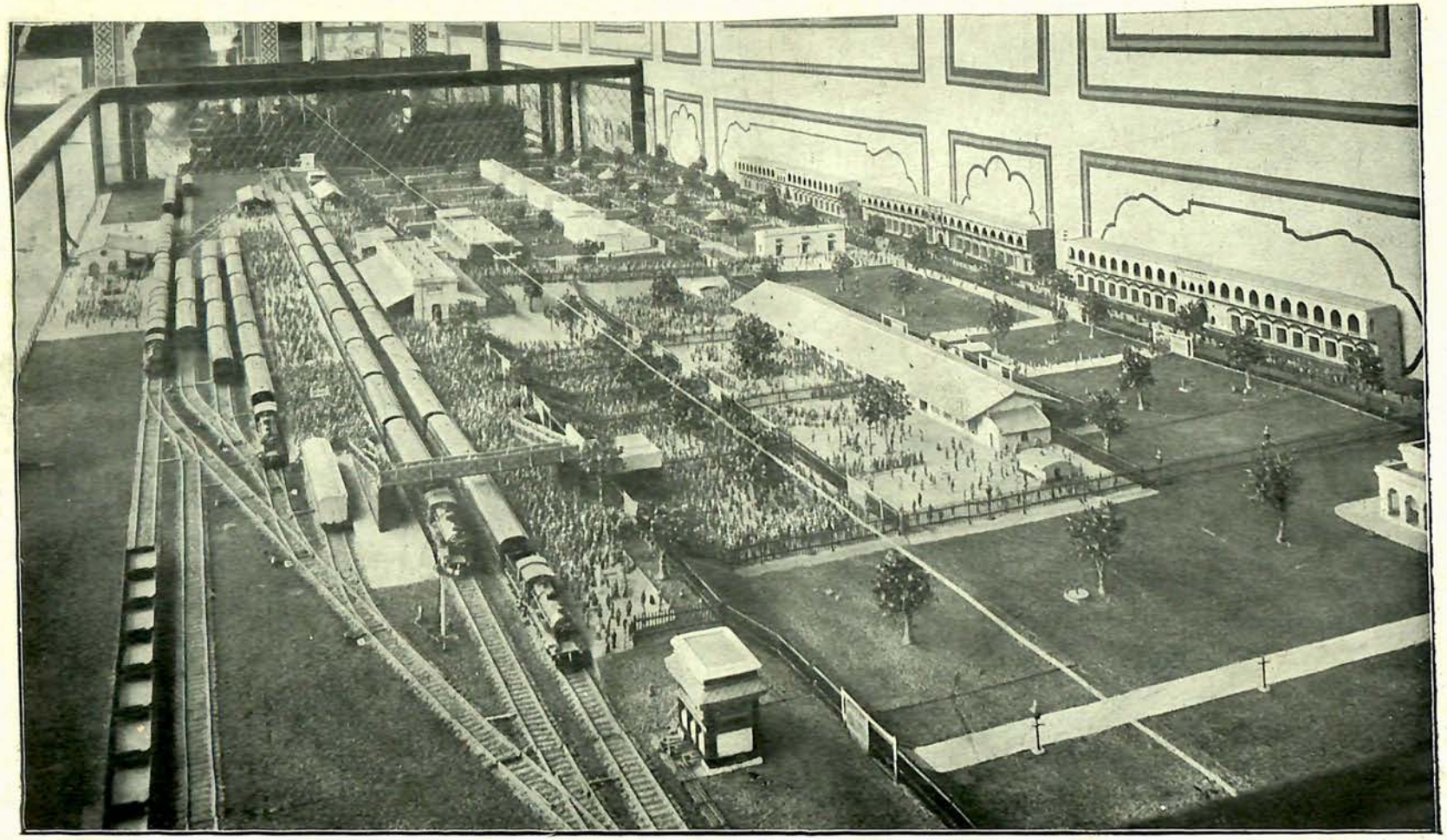
28. Only a few enterprises of a minor nature were launched in 1923-24, and new capital was scarce. The industrial world continued to suffer from the effects of reaction from the abnormal post-War " boom " of 1920-21. This

was particularly the case with the cotton industries, and the inability of some mills to continue the payment of bonuses to their employees led to some labour troubles in Cawnpore. The industries connected with cotton suffered, moreover, from a rise in the price of raw cotton owing to shortage in the supply, while, at the same time, the demand for manufactured goods was only moderate. Nevertheless, there has been a modest but undeniable improvement in the industrial situation, and the cotton industries give more and more proof every year of their ability to withstand foreign competition and to satisfy an increasing proportion of the requirements of the provinces. Engineering, which ranks next to cotton in extent of labour employed, was largely concerned with Government and railway enterprises; but the building industry, which involves a good deal of engineering work, continues to grow steadily. The period was a good one for sugar manufacturers and refiners, and, with increasing organization of the supply of sugarcane, the prospects of this industry seem bright. The leather industry, though exhibiting signs of recovery from the post-War slump, is hampered by defective flaying of hides and by the limited development so far attained by the tanning industry. Woollen mills had a normal year, and the vegetable oil-crushing industry flourished with increased supply of oil-seeds. The wood-working and artistic industries received an impetus not only from the opportunity of entering new markets afforded by the British Empire Exhibition at Wembley, but also from the steadily growing demand in the provinces for modern furnishings. After a series of profitable years, the *lac* industry has suffered a slight setback owing to a fall in the price of shellac; and the glass industry has suffered severely as a result of heavy imports from the rehabilitated countries of Central Europe and from Japan.

The increasing strength of labour and increasing concern for its welfare are marked by the passing of the Workmen's Compensation Act, and by the introduction by the Government of India in 1924 of proposals to legislate for the registration of Trade Unions, and for the settlement of industrial disputes.

Trade.

29. While the volume of trade improved during 1923-24 owing to plentiful harvests and supplies, the profits of trade have not improved proportionately. The fall in prices during the last two years has not, so far, stimulated a brisk demand. Advantage has been taken of a fall in world prices of iron and steel products to import essential machinery not obtainable in India. In regard to the trans-frontier trade done with Nepal and Tibet, there have been increased imports of hill products



Model of Hardwar Railway Station, Oudh and Rohilkhand Railway, illustrating methods of dealing with pilgrim traffic.

From the report on Indian Railways for 1923-24.

without, so far, a corresponding rise in exports to these countries.

INDUSTRIAL DEVELOPMENT.

30. In spite of financial limitations, the Industries department continues to expand its work of technical education and of the promotion of nascent industries. The provinces have now a large and increasing supply of colleges and schools for practical education in industrial methods and in arts and crafts. Satisfactory features of the work done in these institutions are that those who have finished a course of instruction can almost always find employment immediately; and that the number of artisans taking up industrial education, particularly in night classes, continues to grow. By demonstrations of industrial methods and products at all the well-established district exhibitions in the provinces, the Industries department is awaking fresh interest and ambitions. The great demonstration of the year was, however, the United Provinces Court in the India Section of the Empire Exhibition, where 61 merchants and manufacturers sold products worth some Rs. 10 lakhs and also got into direct touch with new markets in the empire. This exhibition came at a critical juncture in the fortune of most of the artistic industries, and, it is hoped, has been instrumental in re-establishing them.

31. Financial assistance was given in 10 cases by the Board of Industries for the encouragement of new enterprises of importance in the industrial development of the provinces. There is a strong sentiment in favour of reviving and restoring the prosperity of the cottage industries. To examine this question and other possibilities of industrial development a Committee was appointed in 1924, and its enquiries are proceeding.

As a result of the working of the Stores Purchase department, 80 per cent. of Government's requirements purchased during the year were of Indian manufacture, and 50 per cent. were purchased in the United Provinces.

For any large developments of provincial industries a change is required in the public attitude which is still to seek. The capitalist still prefers to invest his money in land rather than in industrial enterprises, and the educated youth of the provinces still prefers a career in the professions or in Government service to a career of business management based on first-hand experience and knowledge of industrial methods.

COMMUNICATIONS, BUILDINGS AND POWER.

32. For some years there has been little addition to the railways of the provinces, and the list of projects maintained by the provincial Board of Communications is a long one. **Railways.**

Among extensions to broad gauge railways, proposals for a railway from Shahjahanpur or Rosa via Rajghat to Bulandshahr or Hapur, and for extensions from Aligarh to Muttra and from Agra to Bah, have been under examination. Proposals for narrow gauge railways include the extension of the Bengal and North-Western Railway and of the Rohilkhand and Kumaun Railway towards undeveloped forest areas.

Roads.

33. The rapid deterioration of the roads of the provinces is a cause of growing anxiety. The main cause of deterioration has been the increasing pressure of motor traffic, particularly of heavy motor traffic, since 1919, on roads which were not designed for vehicles of much speed and weight. In the same period increasing financial difficulties have hampered efforts to cope with the situation. During 1923-24 only 66 per cent. of the funds required for repairs to provincial roads could be allotted, and the amount of new construction was almost negligible.

Re-organization of the Public Works department.

34. The main problem which must be faced—that of reconstructing the foundations and crust of the main provincial roads so that they can carry modern heavy traffic—will, it is hoped, be found easier of solution in consequence of the recent transfer of local roads to district boards. The process of transfer begun in 1923 was carried on vigorously in 1924, and at the close of the year local roads had been transferred from the Public Works department to district boards in all save 7 districts.

Other recommendations of the Public Works Re-organization Committee have been adopted. By orders raising the value of "petty" and "minor" works for purposes of classification and handing over such works to heads of departments to carry out, the Public Works department has been relieved of the charge of a large number of less important works, and new fields have been opened to private enterprise. In regard to major works, a Building Board will decide whether the agency preparing plans and estimates and carrying out any work will be public or private agency.

No public work of outstanding importance was completed during the period; but there were substantial extensions of electrical power plant, particularly in Cawnpore.

The Co-operative Movement.

Progress in 1923 and 1924.

35. During 1923-24 the policy of the department has been one of greater caution in the registration of new societies, and of greater readiness to dissolve societies as soon as

their hopeless insolvency became apparent. In spite of this policy there was a net increase of 247 in the number of societies during 1923-24 and a further net increase of 58 societies in the first six months of 1924. The movement has now over 1½ lakhs of members, working with a capital of over a crore of rupees.

It is satisfactory that the percentage of "owned" funds in the movement—share capital, reserve funds, etc.—continues to grow while this expansion in the number of primary societies continues. Shareholders may be expected to take increasing interest in the direction of loans and transactions. A true understanding of co-operative principles is still, however, far to seek. In some districts it is found that honorary workers are not forthcoming, and in others they lean too heavily on the subordinate official staff. Many of the societies are most reluctant to bring pressure to bear on defaulting members who may be persons of some influence in their villages.

As a result of such tendencies, there has been rather too much idle capital in the hands of district and central banks during 1923-24, while the percentage of arrears overdue from primary societies has been allowed to increase slightly. There was an improvement in collections on account of liquidated societies; but it is obviously desirable to prevent societies from drifting into the ditch of insolvency, where they discredit the movement and become a wearisome burden to the revenue staff, charged with the duty of realising sums from societies in liquidation.

Extent of the movement.

36. The number of district banks stood at 36 and of central banks at 28 in December, 1924. There is thus an adequate number of central organizations for the progress of the movement, and their capital amounts to over Rs. 81 lakhs. Primary societies continue to be mainly agricultural, there being 5,445 agricultural to only 228 non-agricultural primaries. The disparity is not so great when working capital is considered: agricultural societies' working capital amounted to nearly Rs. 75 lakhs, and that of non-agricultural societies to over Rs. 11 lakhs, in 1923-24.

Non-credit societies, such as dairies, *ghee*, building and vocational societies did not flourish, although a few co-operative stores showed an appreciable profit. Compared with the progress made in co-operative borrowing and lending, co-operation in production and industry makes little headway.

Administration.

37. In regard to provincial policy, the department continued to have useful suggestions and advice from the Standing Committee of Co-operators. The staff is inadequate for performance of the duty of auditing the accounts of all societies every twelve-month, and an increase in the number of auditors is suggested.

EDUCATION.

General.

38. It is satisfactory to record substantial progress in the expansion of education, in spite of the inability of the provinces to finance any new developments on a large scale at the present time. The number of scholars of all kinds increased by over 6 per cent. during 1923-24, and the total number is now over 11 lakhs. The increase in the number of scholars is common to every type of institution; but it is especially noticeable in the number of Muslims taking up collegiate education. The Muslim University at Aligarh has successfully weathered the storm of hostility which arose in 1920.

New developments.

39. One feature of recent educational progress is the effort to give a more immediately practical complexion to education. In the sphere of secondary education this is illustrated by the adoption of courses in Intermediate Colleges leading to an Agricultural Diploma, and by provision for extending the compulsory teaching of Science in Government schools. "Centres" in Government institutions for the teaching of Manual Training and Commerce are being constituted, and it will be open to students of all recognized English schools to attend these "Centres" for training. With a view to supplying real training in agriculture in vernacular middle schools, the training of district board teachers at the Agricultural School, Bulandshahr, has been commenced, and 10 district boards have deputed teachers to Bulandshahr for training. A large number of the new non-official district boards have shown clearly their desire to encourage practical agricultural training. A similar tendency is to be observed in municipal boards, several of which have introduced practical training in weaving and spinning and in other forms of occupation into the curriculum of municipal schools. The same tendency extends to female education. The subjects of Physiology, Hygiene and Child Study for girls, with the object of preparing them for domestic life or for the teaching profession, are to be introduced in Intermediate Colleges. At the instance of the Legislative Council, spinning has been added as an optional subject in the junior classes of Anglo-Vernacular Girls' schools.

These new features in educational policy are closely connected with a tendency to bring educational policy and institutions under more direct popular control through provincial and local bodies. The Legislative Council shows increasing activity in enquiring into educational matters and in suggesting changes in the branches of study, etc. A recent resolution of the Council recommends a large grant for the further promotion of Sanskrit studies. For many of the changes already made or now pending, the Board of Intermediate and High School Education is directly responsible. The old Board of Education has been reconstituted on a wider basis as the Board of Vernacular Education; and the Provincial Text-Book Committee has also been enlarged and broadened recently.

In connection with University education the Committee appointed to consider the question of establishing a University at Agra which should affiliate the external colleges at present associated with the Allahabad University has made its report. Another Committee appointed to examine the administration and finances of the Allahabad and Lucknow Universities has also concluded its work, and has recommended grants for these Universities for a period of 5 years.

The demand for compulsory primary education continues to be strong. During 1923-24, four more municipalities introduced compulsory primary education, and three more have followed suit since April, 1924, making a total of 15 municipalities in which compulsory primary education is in force. The compulsory system is believed to be working well, and financial disabilities chiefly militate against its more rapid extension. In regard to rural areas the difficulties are obviously much greater; but an educational officer on special duty is examining the situation and its possibilities.

A scheme for the appointment of whole-time medical officers for schools giving higher education at Allahabad, Agra and Lucknow is before Government.

University education.

40. There was a general increase in enrolment, specially at Aligarh and Allahabad. All the four Universities extended the number of branches of study open to students. At Allahabad a Professor of Physics, a Reader in Commerce and Lecturers in Sanskrit and Arabic and Persian were appointed. At Benares a department of Law was opened, and two new degrees were created. At Aligarh a Training College was opened, and degrees were given in teaching for the first time. At Lucknow a chair of Political Science was established.

Increased accommodation for students was provided at Allahabad and Lucknow, and a hostel is under construction at Benares. The Universities of Allahabad and Benares, the Thomason College of Roorkee, and the St. John's College, Agra contribute a substantial number of men to the University Training Corps. Interest in millitary training continues to grow. Provision has been made for two more new State Scholarships tenable for two years, to be awarded on the recommendations of the Allahabad and Lucknow Universities.

Secondary education.

41. Conditions were not favourable to further expansion of buildings and equipment for Intermediate Colleges. Nevertheless, by the raising of three aided high schools to the intermediate standard, the number of institutions with intermediate classes increased to 26 and the enrolment reached 3,136. While the system is still in its early stages, it is perhaps as well that the ambitions of many high schools to be raised to the intermediate standard cannot be gratified immediately. Those Intermediate Colleges which comprise all the ten classes from III to XII are found to be difficult to manage, and steps are to be taken, where possible, to organize the lower classes as separate junior schools. The degree Colleges are anxious to be relieved of intermediate classes, but financial limitations bar the way.

The English High and Middle Schools of the provinces made moderate progress, handicapped by deficiencies in buildings and equipment. Conditions were similar in vernacular middle schools. Interesting developments in secondary education were the introduction of the Dalton plan of individual training for scholars in one school in Lucknow, and the extension of instruction in hygiene, which led to 392 scholars receiving the certificate of the St. John Ambulance Association.

The Boy Scout movement continued to expand rapidly, as also the interest in the athletics.

An unsatisfactory feature regarding many non-Government schools is that numbers of teachers worked in conditions of uncertainty both as to tenure of their posts and as to regular receipt of salary.

Primary schools.

42. Extension goes steadily on; enrolment increased by over half a lakh and is now not far short of 9 lakhs. The financial relations of Government with the district boards in regard to the spread of primary education were overhauled during 1923-24, with the result that new three years' contracts

have been made with the boards whereby Government will not, as hitherto, resume savings accruing to boards from their recurring allotments. The savings will now be funded by district boards and utilized on construction and equipment of new buildings and on other non-recurring expenditure on vernacular education. An interesting experiment has been initiated in the Moradabad district, where a mainly agricultural course of instruction, with practical work, has been adopted for one primary school. In those districts of the provinces which have district health schemes and staff in operation regular medical inspection of schools was carried out.

Girls' schools.

43. With a slight increase in the number of scholars, the total enrolment rose to nearly 67,000. While collegiate and secondary education improves yearly, the standard of primary education continues to be woefully backward. Work is carried on in conditions which are often discouraging: unsuitable buildings, and a dearth of suitable and qualified teachers.

Administration.

44. The change in system whereby the educational section of the Secretariat was amalgamated with the office of the Director of Public Instruction was in operation during 1923-24 and proved satisfactory. From April, 1924 a departmental accounts office, which keeps and checks the accounts of the Education department, has been created, in pursuance of the experiment of transferring to heads of departments the work of auditing their own accounts.

Public Health.

Births and deaths.

45. While 1922 saw welcome improvement in public health, 1923 was the healthiest year experienced for a generation. The birth-rate, which had been dwinding, rose to 36.04 per mille, while the death-rate declined to the comparatively low figure of 23.37 per mille. The inaccuracy of vital statistics is a long-standing trouble, and conditions have not improved with the reduction in the numbers of village chaukidars, whose duty it is to report the vital statistics of rural areas. But there is reason to believe that more births than deaths go unreported.

The year 1924 has not maintained the good record of 1923. Complete statistics have not yet been compiled, but it appears that the birth-rate has again fallen, while the death-rate has risen, although it is below the average of the previous five years.

In regard to the chief causes of death, "fever," which undoubtedly includes many cases of deaths from pneumonia

and other respiratory diseases, was, as usual, the prime cause. The incidence of plague was fairly substantial, both in 1923 and in 1924. Cholera was mild in 1923; but there was an extensive epidemic in 1924. As a result of a train-load of infected persons arriving at Benares from Bengal on the occasion of a crowded bathing festival, infection was carried from Benares to a large number of districts, and it was several months before the epidemic waned. Some satisfaction may be derived from a decline in the infantile death-rate during 1923; but conditions in overcrowded municipal areas continued to be as grim as ever for new-born infants. In Cawnpore every second child born died within one year from birth.

The destruction of homes and the rigours of the floods of 1924 caused a marked increase in the number of deaths from malaria and pneumonia.

Public Health services.

46. In the circumstances of these provinces it is inevitable that much of the success obtained by the Public Health and Medical services should be of a negative nature. Among important results to which this description may be applied are the measures which successfully prevented the outbreak of epidemic disease on a large scale at the festivals of the year (other than that at Benares mentioned above), notably at the Magh Mela at Allahabad. It is also largely due to a vigorous campaign of prophylaxis after the floods of 1924 had subsided that the provinces were spared a second visitation in an outbreak of epidemic sickness of the type which so often follows in the wake of natural calamities. Opportunity is being taken to encourage the re-building on improved sanitary lines of homes destroyed by the floods, and plans of model villages have been distributed to districts.

The work of malaria prevention, particularly in the submontane regions, where large numbers of labourers are employed on the Sarda canal, was described in last year's report. The striking success obtained by the malaria branch is further confirmed by decreases in deaths from malaria in many important towns in or verging on the submontane area where anti-malarial measures have been enforced. The plague branch has carried on its work of systematic inoculations; and the figures of vaccination show an increase over the two preceding years.

The labours of the inspecting and engineering sections of the Public Health department have resulted in much-needed improvement in the working and efficiency of water-supply systems in the leading municipalities. Few municipalities

were able to embark on substantial schemes of sanitary improvement; but, with the aid of generous grants and loans from Government, the water-supply and the sewage systems of Lucknow were re-constructed and re-organized, and much progress was made with water-works in Fyzabad. A water-supply project was completed for Allahabad, where complete re-organization is called for, and awaits provision of funds. The Board of Public Health made grants during 1923 to the extent of nearly 7 lakhs, most of which was devoted to water-supply schemes.

No question of public health is arousing more attention than the question of infantile mortality. The institution of an annual "Baby Week" throughout India at the instance of Her Excellency the Countess of Reading has done much to awaken public interest in the necessity for intelligent training in midwifery and maternity. In addition to schemes for the training of midwives in 10 towns in the provinces, there are child welfare centres in 6 towns, of which those at Allahabad, Bareilly and Pilibhit have done work of first-class importance. The authorities of districts under special district health schemes employing whole-time medical officers in the inspection of the rural areas and schools reported very favourably on the results. During 1924 two more districts adopted health schemes; and a block of districts comprising Gorakhpur, Basti, Azamgarh, Gonda and Fyzabad now have these schemes in operation.

Medical relief.

47. In the face of these efforts to tackle the immense problems of public health which confront the teeming population of these provinces, it is melancholy to record a substantial reduction in the facilities available for medical relief. The decrease in dispensaries has been chiefly in the number of travelling dispensaries, and in the course of 1923 the total number of travelling dispensaries was reduced by no less than 70, of which 27 were provincial and the remainder district board dispensaries. Financial difficulties have been responsible for what can only be regarded as a retrograde step. If any proof were needed as to the value of medical relief, it could be found in the fact that, despite the reduction in the number of dispensaries, and despite an exceptionally healthy year, the number of patients of all kinds coming to dispensaries for relief hardly declined at all. It was only by the immediate mobilization of travelling dispensaries that it was possible to give relief on any appreciable scale to the sufferers from the floods of September, 1924.

Town Improvement.

48. The subject of town improvement is closely connected wth conditions of public health in the leading provincial cities, and particularly with the high infantile mortality of these cities. Improvement Trusts were constituted in Lucknow, Cawnpore and Allahabad in 1919-20; and though the work of the Trusts has come in for much criticism, largely as a result of the need for economy in provincial finance, they have already effected considerable changes for the better in these cities.

In Lucknow during 1923-24 the new Civil Lines scheme has been practically completed, and bungalows are springing up along the roads. In the industrial area further progress has been made with roads, and the Trust has constructed, so far, 107 houses for the poorer classes. Two markets, a set of stables and a theatre were also completed during the year.

In Allahabad the main works in hand were the extension of the Zero road, which is intended to relieve the Grand Trunk road from the congestion of traffic which afflicts it, and the widening of the Mir-Khan-ki-sarai lane. These schemes involved the acquisition of standing properties; and the sales of sites after road-building and improvement were, on the whole, satisfactory.

In Cawnpore progress was made with road, sewer and drain work, and with the sale of sites in the factory area; similar work was done on the Sisamau scheme, which involves the development of an area to the south-west of the city with a view to relieve the notoriously congested conditions in the heart of the city.

49. While the Trusts have complained that their work is fettered by the restrictions latterly imposed by reason of financial stringency on the funds allotted to them, there have been, on the other side, criticisms of their large expenditure and of their failure to develop recurring income. An officer appointed to examine their finances recommended in 1924 considerable curtailment of staff and of programmes. In July, 1924 Government appointed a committee which reviewed the whole history and working of the Trusts. The committee's report, published in November, 1924, recommends the continuance of the Trusts with honorary chairmen and competent executive officers, and would have the engineering activities of the Trusts placed under the control of the Public Health department. In regard to the policy of the Trusts, the committee recommends that more attention be paid to the housing of the working classes in Cawnpore,

and, generally, to the re-housing of persons dishoused in the course of operations. Loans to the extent of Rs. 16 lakhs in the next five years are recommended, in order that the Trusts may complete work which will yield an economic return on their outlay besides fulfilling the objects of town improvement.

Provincial Finance.

50. 1923-24 opened with a determined attempt to remedy the serious position reached in the two preceding years, when part of the proceeds of the provincial Development Loan had to be used to defray ordinary recurring expenditure. Stamp and court-fee duties were enhanced and a tax was imposed on motor vehicles. On account of continued depression in trade, however, the stamp revenue of the year fell short of expectations by some 26 lakhs, while excise showed a decline of 19½ lakhs. Even so, the total revenue rose by 23 lakhs from the previous year's total, while the rapid and extensive measures of retrenchment adopted by nearly all departments produced a saving on the budget estimate for the year's working of 25 lakhs.

At the end of the year, in spite of a revenue deficit appoaching 20 lakhs, and in spite of an increase in indebtedness to the Government of India, prospects were considerably brighter than at the start. The motor-tax, which in the course of its existence yielded some 2 lakhs of revenue, was taken off by the Legislative Council. Provincial finance was making quiet, steady progress when the flood disasters of 1924 occurred. It is estimated that the floods will cost the provinces, in expenditure and in loss of revenue, not much less than 1 crore of rupees. While some 30 lakhs of this will be borne by the Famine Insurance Fund and will be partly recoverable, about 68 lakhs will have to be borne by ordinary provincial revenues of the current and succeeding financial years. It is hoped, however, to finance part of this expenditure and part of new outlay on irrigation by a loan.

The leading financial event of 1923-24 was the campaign for economy in public expenditure. The report of the Economy Committee published in February, 1924 made very sweeping recommendations in regard to every department, and was immediately followed by orders of Government giving instant effect to such of the recommendations as were deemed practicable and likely to result in savings without loss of revenue or of essential efficiency. Not all the proposals of the Economy Committee have met with favour, even from

the keenest protagonists of retrenchment. No district is to be abolished, and the number of tahsils which will undergo amalgamation will be much less than the committee proposed. But the all-round economies effected have left many of the public services at bare efficiency strength.

51. In fine, the figure to which provincial expenditure was reduced in 1923-24—Rs. 1,050 lakhs exclusive of the provincial contribution to the Government of India—represents very nearly the "normal" modern expenditure of these provinces. The figure is very different from the "normal" expenditure of Rs. 835 lakhs arrived at by the Meston Committee on Financial Relations; and to meet it "abnormal" enhancements of stamp and irrigation revenue have been necessary. Granted that an education policy of vast expansion and an excise policy in which fiscal considerations are entirely subordinated to those of temperance were bound to affect provincial balances very materially, the "157 lakhs of increased spending power" which, according to the Meston Committee, were to accrue to the Provincial Government from the new settlement with the Central Government have been purely illusory from the very beginning of 'reformed' government. The provincial contribution to the Government of India of Rs. 240 lakhs represents 19 per cent. of the present provincial revenue; in addition, the provinces yielded Rs. 87½ lakhs in income-tax to the Central Government in 1923-24.

EXCISE.

Consumption.

52. The notable feature of excise administration during 1923-24 was the continued decrease in the consumption of nearly all excisable articles, in the face of economic conditions favouring a reaction from the rapid decline of the two preceding years. The issues of country spirit, opium and hemp drugs shrank to record low figures, though there was some increase in the consumption of *tari*, which is but a mild intoxicant. The revenue declined to the low figure of Rs. 127 lakhs.

Excise policy.

53. The main cause of increasing abstinence lies in the excise policy itself. Upon a system of excise duties which are very high, considering the economic condition of the consuming classes, Government has superimposed a graduated surcharge system of licence fees whereby not only is competition for custom among licensed vendors eliminated, but also sales are allowed to take place at fixed high uniform prices only. This system, introduced in 1922, has now been extended to nearly all excisable articles, and throughout almost

the entire area of the provinces. Other aspects of excise policy, such as the progressive elimination of shops for a number of years past and the shortening of the hours of sale, have conduced to bring about the results now achieved. It may also be granted that ideas of moral and social reform have altered the public attitude towards the use of intoxicants in general, and have induced large numbers of consumers to acquiesce in the disabilities imposed upon them by a policy which, in some aspects of its working, falls not far short of prohibition.

Excise crime.

54. But there are also large numbers of consumers whose wishes do not accord with severe restrictions and high prices, and, inevitably, there has been a serious rise in cases of evasion of the law. The rise is particularly noticeable in the case of illicit distillation of spirit, and has been serious in extent in the past and present years. Offences relating to excisable articles are notoriously easy to commit and difficult to punish. Along with the excise revenue, the success of the excise policy is imperilled if the inveterate consumer is able to satisfy his requirements from illicit sources. The danger is that his kith and kin among the consuming classes, and others, may be tempted by the cheapness of "poteen" to imitate his bad example. In addition to illicit distillation there has been increasing use of crude opium in poppy-growing districts, and the cocaine traffic has revived with the reopening of sources of supply closed during the Great War. What constitutes perhaps a record single seizure of cocaine in these provinces was effected at Moghal Sarai in October, 1924.

Administration.

55. As a result of retrenchments in the past two years the staff has been curtailed by 1 post of Assistant Commissioner and 20 posts of Inspector, while the post of Deputy Commissioner of Excise has remained in abeyance. The total expenditure in 1923-24 was less than 6½ lakhs, being about 5 per cent. of the excise revenue.

Licensing Boards and Advisory Committees.

56. The sixteen Licensing Boards constituted in 1922 continued to make settlements in their areas and seven more boards were created in September, 1924. Advisory Committees in the districts did not not always meet or take much interest in their duties: but a large number made proposals for reductions in the numbers of excise shops which were, in the main, accepted.

Towards the end of 1924 a conference was appointed by Government to advise on a number of proposals for further

measures to promote abstinence, and to consider the situation arising from the growth of excise offences.

Local Self-Government.

District Boards.

57. 1923-24 has witnessed a momentous change in the system of local self-government. The direct connection of district officials with district board administration has come to an end, and throughout the provinces the district boards now consist of non-official members only, with elected non-official chairmen. To secure equitable representation throughout the rural area, the franchise has been greatly broadened, the number of members has been increased, and a system of single-member constituencies has been adopted. For administrative purposes, the formation of tahsil committees has been made compulsory, and most boards have also constituted departmental committees on Finance, Education and Public Works.

The new boards met for the first time in April, 1923, and, despite numerous changes in the *personnel* of the members elected, landholders continue to be greatly in the majority. It is unfortunate for the new boards that they have been plunged straightway into financial difficulties. Accumulated balances and investments are rapidly disappearing under the strain of efforts to balance budgets. While no board is willing to curtail the range of its activities, none has, so far, imposed the additional taxation necessary for expansion in education, and, in the case of roads, for mere preservation. The urgent necessity of choosing between fresh taxation or retrenchment is painfully clear, and the responsibilities of the boards have been increased during 1923-24 by the transfer to them of most of the local metalled roads for maintenance.

In some cases the necessity for retrenchment has been immediate, and has resulted in the curtailment of medical relief and of allotments for the ordinary repair of roads. The rural public has only to a minor extent been compensated for the withdrawal of allopathic medical facilities by the introduction of dispensaries of indigenous medicine. The serious condition of rural roads, largely as a result of increasing motor traffic, is well-known.

It is too early to express any opinion as to the working and the future of district boards in their new form, especially under such adverse financial conditions. Greater interest among members than existed in the old boards is indicated by increased attendance at meetings and by the increased number of inspections. The proceedings have not always

been free from political and communal complications. In regard to administration, boards have not found it easy to steer a course between judicious delegation of their powers and the necessity for maintaining effective control over their executive staff, particularly in financial operations. But if the boards learn from the existing financial stringency how to husband public money and to obtain full value for expenditure, the conditions under which they have started work may not have been entirely adverse.

Municipal boards.

58. While the new district boards have had to face increasingly difficult financial problems at the outset of their careers, it is some consolation to find a change for the better in the case of municipal finances. The financial history of municipal boards has made bleak reading for a number of years past, but 1923-24 brought both an increase in income and a fall in expenditure. Although it was only with the assistance of Government subventions that a credit balance was obtained, it is satisfactory to record that the improvement in revenue was due to increased yield from the boards' own taxes, which rose by over Rs. 11 lakhs. This additional revenue came mainly from the indirect taxes, octroi and terminal tax and toll, and to such direct taxes for special services as the water-rates and the pilgrim tax. Other direct taxes continue to be as unpopular as ever; and, in the face of improving receipts from indirect taxation, it is not difficult to understand the resentment and the suspicion which the assessment of direct taxes by members of boards rarely fails to arouse. What is more difficult to calculate is the effect of indirect taxation upon the trade of towns; and though the indirect taxation does not appear to have had general adverse effects on trade so far, it is increasingly clear that municipal tariffs on imports of goods, or even on pilgrims and visitors, will not bear much further enhancement.

So far, the policy of the new boards has borne a strong resemblance to that of their predecessors. Reluctance or inability to face the new taxation indispensable for any new schemes of municipal development has been characteristic; and, while the income has improved, the only substantial savings in expenditure have been from outlay on water, electricity and drainage schemes. Meanwhile, the restoration of municipal roads, the abatement of the dust nuisance (which, with the increase in motor traffic, has become a serious menace to public health), and the renewal of water-works plant are problems calling for immediate solution and for heavy outlay in the leading towns of the provinces. Some further progress has been made with compulsory education, which is

now in force in fifteen municipalities. The new boards have shown great interest in all forms of municipal activity. Whether they will be able to shake off the political, communal and personal obsessions which have for so long clogged the wheels of municipal progress and to improve the lot of the plain citizen in regard to education, roads, water, drainage and light, still remains to be seen.

Village panchayats.

59. The number of panchayats rose from 5,576 to 6,104 in 1923-24, and the population living within their areas of jurisdiction is some 6½ millions. Owing, however, to the fact that in 1921 a large number of panchayats was created simultaneously, there are many panchayats which have never functioned, and some which, it is probable, will never function. There are also others which have lapsed from a state of vigorous energy to a state of inanition, whether on account of local party feeling aroused by adjudication of cases, or from waning interest.

Statistics are not yet available to show the extent of case-work performed by the panchayats in 1923-24. Most of the panchayats which are regularly active try few criminal cases, but dispose of a large number of petty debt suits. How far a system which certainly benefits the village *mahajan* benefits also the general public of the villages concerned it is as yet difficult to say. But the fact that a relatively low number of panchayat decrees comes to the District Officer for enforcement of execution, and the generally favourable verdict on the working of panchayats received from districts, may be taken as indications that, so far, the panchayats have served a useful purpose in the life of the provinces.

In regard to their public health responsibilities panchayats have so far done little. With the aid of Government grants and of their own fines and fees a few panchayats here and there have made some considerable improvements in wells and lanes within the village site. But for the vast majority, progress in public health is barred by inexorable forces. So long as fields are cultivated up to the very walls of the village houses, and cattle must live in the houses of their owners, and earth for re-building homes must be taken from the village tank, so long, it would seem, must the essential problems of village sanitation continue unsolved.

Conclusion.

60. The years 1923 and 1924 will not be remembered for any striking developments in the political and economic

spheres. The period was largely one of restoration of political tranquillity and of public health, and of agricultural prosperity, marred by outbursts of communal bitterness and by destructive floods. Yet the life of the provinces was never more active and more varied. A new generation of politicians was gaining first-hand experience of tried political and self-governing institutions. Momentous changes of agrarian policy were incubating, and a new experiment had commenced in the domain of local self-government with the inauguration of the new district boards. Interest in education, in new methods of agriculture and of industry, in the promotion of health, in social reform, in culture and in the fine arts was spreading. The progress of the period may well prove none the less permanent for being sober rather than spectacular.

PART II.—DETAILED CHAPTERS.

INTRODUCTORY.

The following subjects are dealt with once every ten years. Except for notable changes described in the reports of succeeding years, the latest information about them is embodied in the General Administration Report for 1921-22, and will be found at the pages in that report indicated below :—

	PAGES.
(1) Physical features, area, climate and chief staples of the provinces	1—11
(2) Historical summary	14—64
(3) Form of administration	64—66
(4) Character of land tenures	67—72
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CHAPTER I.—GENERAL ADMINISTRATION AND CONDITIONS.

1. Changes in the administration.

1. The Hon'ble Sir William Sinclair Marris, K.C.S.I., K.C.I.E., held charge of the provinces throughout the year.

The members of the Executive Council were unchanged. The Hon'ble Mr. S. P. O'Donnell, C.S.I., C.I.E., continued to be Finance Member, and the Hon'ble Raja Sir Muhammad Ali Muhammad Khan, Khan Bahadur, K.C.S.I., K.C.I.E., of Mahmudabad, Home Member.

The Ministers in charge of transferred subjects, the Hon'ble Mr. C. Y. Chintamani and the Hon'ble Pandit Jagat Narayan, tendered their resignations on the 19th and the 22nd April, 1923 respectively, and relinquished office on the 10th May following. They were succeeded by the Hon'ble Lieut. Nawab Muhammad Ahmad Sa'id Khan, C.I.E., M.B.E., of Chattari, and the Hon'ble Raja Parmanand, Rai Bahadur. These

Ministers were re-appointed on 24th December, 1923, after election of a new Legislative Council. Unfortunately, the Hon'ble Raja Parmanand did not live to carry on the work he had begun. Two days after his re-appointment he died of bronchial pneumonia brought on by exposure and over-exertion. His place was filled by the appointment of the Hon'ble Rai Rajeshwar Bali, O.B.E., of Palia, who assumed charge of his office on 12th January, 1924.

2. Character of the year.

(See Government resolution on Revenue Administration for the year ending 30th September, 1923.)

Nature of the weather and its effects on crops.

2. Winter rainfall was ample and well distributed, and ensured a substantial *rabi* harvest in the spring of 1923. The monsoon of 1923 was slow to start, but gave heavy if uneven rainfall in August. The usual lull in the first half of September was followed by an exceptionally strong return of the monsoon, lasting into the first week of October. The floods which ensued brought disaster in some areas, but were not on the widespread and calamitous scale of those of 1924. The Gumti, stimulated by a record rainfall in Kheri district of 22½ inches in 24 hours, rose to a level never before reached, and caused severe damage in Kheri, Lucknow and Shahjahanpur districts. The Jumna, the Ghogra and the Sone likewise did some damage by overflowing riverine village lands.

The *kharif* again suffered damage from floods. The crop area fell short of the normal by 7.2 per cent., and sowings came to nought in 2.5 per cent. of the area.

Full compensation, however, was obtained in the *rabi* harvest of 1924. Sowings increased by 7 per cent., the crop area being the largest of the last five years.

Th general effect on crops was that late rice and sugarcane furnished a satisfactory yield in the *kharif* harvest; and gram, barley and wheat a similar yield in the spring of 1924.

Cotton, on the other hand, was seriously damaged by excess of water for the third year in succession.

Prices.

3. The spectacular break in prices in October, 1922 which marked the general verdict as to the effect of the 1922 monsoon, continued more gently, but steadily, during 1923, in the case of most food staples. The relief to the urban population and to the labourer in general was considerable, as the level of wages did not drop proportionately, and, indeed, still remains high. The cultivator, naturally, was not so blessed by the disappearance, after a long innings, of scarcity

prices. His rent had in many cases risen with the rise in prices. He had considerable stocks to unload on a market partially glutted by the release of stocks hitherto held up by traders. The latter paid the penalty of trusting to the continuance of scarcity conditions, and suffered fairly severe losses. They were not in a position to take over fresh heavy stocks. Thus there was little improvement in the margin left to the agriculturist for the purchase of cloth, and of other accessories and amenities of life.

Trade.

4. These conditions are reflected in the condition of trade, which continued to be slack, owing to poor demand and low prices. The position was aggravated by acute shortage of coal. Trade in cotton continued dull, and the hand-loom "cottage" industry was adversely affected both by the high prices of yarn and by weak markets. On the other hand, the hide industry recovered somewhat from the injury caused in the two previous years by the unloading of stocks accumulated during the War; and trade in sugar and oils was good, while exports of cereals improved. The most marked improvements, however, took place in the artistic industries of the provinces generally, due to the great stimulus to demand given by the British Empire Exhibition at Wembley.

Health.

5. The year was exceptionally healthy. Despite defects in the reporting agency—accentuated by the reduction in the numbers of village chaukidars—there is no reason to doubt that the figures of vital statistics for the year are in the main fairly correct. They show that the birth-rate increased considerably during the year, while the death-rate fell. The number of deaths from malaria and from pneumonia and kala-azar, which are commonly reported as deaths from fever, fell by over one lakh. The incidence of cholera and of small-pox was mild. Deaths from plague increased from 23,291 to 74,187, but the malignancy of the disease was confined largely to the four districts of Ballia, Azamgarh, Gorakhpur and Basti.

3. Indian States.

(See the Annual Reports on Administration issued by the Rampur, Tehri and Benares States.)

Rampur.

Notable events.

6. The State Forces which total 2,617 officers and men have been entirely re-organized and re-munitioned in 1924.

A son was born to the Heir-Apparent in November, 1923. The State received a visit from His Excellency Sir William Marris in January, 1924, and His Highness the Nawab visited Delhi as the guest of His Excellency the Viceroy in March, 1924. He donated Rs. 80,000 on behalf of himself and Her Highness the Begam Sahiba for the establishment of two wards in the Women and Children's Hospital founded in Simla by Her Excellency the Countess of Reading.

Conditions of the year.

The monsoon of 1922 brought heavy rain. It was unevenly distributed and caused damage to the *kharif* crops. Timely winter rains, however, secured a good *rabi* harvest. The abundant steady rain of the 1923 monsoon promised a good harvest in the autumn of 1923. Prices fell in consequence, but wages remained high. The year was healthy, a marked fall in the death-rate being accompanied by an increase in the birth-rate.

Revenue administration.

Excluding debt receipts and charges, the total revenue of the year came to Rs. 57.37 lakhs, and the total expenditure to Rs. 62.72 lakhs.

Agricultural prosperity is reflected in a small increase in the cultivated area, in a fall in the irrigation demand, and in the enhancement of the land revenue of 163 villages by Rs. 1.26 lakhs. This brought the land revenue demand for the year to Rs. 37.35 lakhs, of which Rs. 34.59 lakhs were collected within the year.

The Excise demand from the consumption of liquor, opium and *charas* rose from Rs. 1.75 lakhs to Rs. 1.93 lakhs. There were decreases of revenue under the heads of liquor and *charas*, corresponding to an appreciable fall in the consumption of these intoxicants. The fall in the consumption of liquor is largely attributable to the enhancement of duty from Rs. 4 to Rs. 5-6-1 per proof gallon. A considerable increase in gross opium revenue is partly attributable to an increase of Rs. 7 per seer in the cost price to the State.

Liquor shops were reduced from 55 to 50 in number. Opium and *charas* shops were unchanged at 30.

Police.

The number of crime reports increased from 626 to 816. Heinous crime declined, and burglaries, thefts and cases of hurt mainly account for the rise in offences. Vigorous action against persons of notorious bad character resulted in 65 convictions, against 29 in the previous year, under section 110, Criminal Procedure Code. The police force was largely re-armed during the year.

Education.

The number of schools increased by 1 to 118. Attendance at primary schools and at the High School declined, but the

number of scholars in the Madarsa-i-Alia and in the Vernacular Middle School improved. There were in all 3,879 scholars, compared with 4,175 in the previous year. Thirty-three scholars from the Madarsa-i-Alia passed examinations of the Punjab University, and three from the High School passed the Matriculation Examination of Allahabad University.

TEHRI.

7. An important event of the year was the constitution of a representative Assembly with 13 elected and 17 non-official and official nominated members. The State Secretariat was re-organized. A new road from Tehri to Pratapnagar was aligned and built. **Notable events.**

The rainfall was somewhat below normal, causing failure of the *rabi* crops in places. Prices continued to rule high. **Conditions of the year.**

The revenue of the year amounted to Rs. 14.92 lakhs and the expenditure to Rs. 12.39 lakhs. A substantial increase of revenue was obtained from the sale of timber, and there were improved collections of land and stamp revenue. There was a slight decline in receipts from excise. **Revenue administration.**

The State continued to maintain a company of Sappers and Miners. Police work was light, only 75 offences, none of an outstanding description, being reported. **Security.**

Enrolment in the High School, in the Sanskrit Pathshala and in primary schools improved, but the number of boys undergoing vernacular middle education fell, leaving the total number of scholars at 2,896, much the same as last year. Some valuable scholarships for technical and advanced education were awarded. **Education.**

Extensive felling operations yielded Rs. 6.25 lakhs in the sale of timber, chiefly *chir* and *deodar*. Natural reproduction was satisfactory, except in the case of *deodar*, and extensive planting and transplanting of *deodar* was necessary. Resin-tapping operations yielded over 2,100 maunds of resin. **Forests.**

BENARES STATE.

8. The re-organization of the State Forces was undertaken. A unit of Imperial Service Infantry, with some sowars and camel despatch riders, replaces the old army. **Notable events.**

Part II of the Criminal Law Amendment Act, dealing with unlawful associations, was withdrawn from operation.

The *kharif* harvest suffered some damage from uneven distribution of rainfall. But harvests were abundant on the whole, and there was a general fall in prices. Public health **Conditions of the year.**

was good and disease in epidemic form was absent. General prosperity was reflected in an increase in the purchase of luxuries.

Revenue administration.

The total receipts came to Rs. 26.55 lakhs, and expenditure to Rs. 26.35 lakhs. Land revenue collections declined slightly to Rs. 12.28 lakhs; but there were increased receipts under Stamps and Excise. The consumption of liquor, opium and hemp drugs increased substantially. The vend of hemp drugs was leased out for three years to a farmer, and the State established its own distillery from 1st April, 1924. Excise revenue increased by 42 per cent. in consequence of increased consumption.

Police.

Reports of crime fell from 694 to 533. There was some increase of heinous crime and of cases of grievous hurt, but reports of burglaries and thefts decreased. Very little action was found necessary under the preventive sections.

Education.

There was a welcome improvement in the number of scholars attending the Ramnagar High School and the primary schools. The standard of instruction improved, and 60 out of 70 candidates passed the Vernacular Final Examination.

Co-operative Banks.

The number of Co-operative Credit Societies expanded from 296 to 312, and working capital increased accordingly.

4. Relations with tributary States and frontier affairs.

9. The demarcation of the Rampur State territory from the surrounding districts has been completed, except where it marches with Naini Tal district. Completion has been held up for want of funds. Demarcation of a formerly disputed portion of the boundary between Nepal and Kheri was completed during the year. Minor disputes relating to the boundary between Gwalior State and Jhansi and to that between Tehri State and Dehra Dun were settled amicably. Demarcation will be carried out shortly on the basis of the arbitrator's findings in respect of a dispute as to the boundary between a village in Chattarpur State and a village in the Hamirpur district.

CHAPTER II.—ADMINISTRATION OF THE LAND.

5. Realization of the land revenue.

(*See the Government resolution on Revenue Administration for the year ending 30th September*, 1923.)

Total demand and collections.

10. The total demand on account of all sources of land revenue came to nearly Rs. 935 lakhs, being about Rs. 24½ lakhs less than in the previous year. Decreases in arrears of land revenue (—Rs. 5¼ lakhs), and in taqavi advances due for recovery (—Rs. 19¼ lakhs) are mainly responsible for the difference, and indicate the improved prosperity of the last two years. Irrigation rates yielded an increase of nearly Rs. 3 lakhs; but remissions, chiefly of taqavi, reduced the net demand to Rs. 929¾ lakhs. All but Rs. 15¼ lakhs of this were collected, the balance consisting principally of taqavi of all kinds.

Land revenue.

11. The real land revenue demand amounted to Rs. 685.64 lakhs, representing an increase of Rs. 58,000 in land revenue on the roll. Settlement in Muttra, progressive enhancement in Etawah, and revision of demand on alluvial mahals and in Bundelkhand account for the increase. Suspensions (Rs. 70,000) and remissions (Rs. 20,000) were slight, and were rendered necessary by flood damage.

Irrigation and local rates.

12. The rise of nearly Rs. 3 lakhs in the demand for occupiers' rate was due to the large area sown with cane and to enhanced rates in the Meerut, Agra and Allahabad divisions. 95.5 per cent. of the demand was collected within the year. Rupees 4.35 lakhs were disbursed in lambardars' and patwaris' fees. The local rate demand, amounting to Rs. 48.10 lakhs, was collected practically in full.

Advances.

13. Satisfactory conditions again kept down the amount distributed under the Agricultural Loans and Improvement Acts. The total fresh distribution amounted to Rs. 17.31 lakhs, of which Rs. 15.93 lakhs were under Act XII of 1884 and Rs. 1.38 lakhs under Act XIX of 1883. Under Act XII the eleven districts which suffered most from floods took Rs. 13.84 for purchase of seed and bullocks, the rest of the provinces requiring only Rs. 2.09 lakhs.

The greater part of the small amount taken under Act XIX of 1883 was spent on the construction of masonry wells. Very little advantage was taken of improved conditions to insure against scarcity by constructing irrigation works. Two tube wells, one in Bijnor and one in Rae Bareli, were commenced.

The advances of the year and of previous years brought the total amount outstanding on loan to Rs. 104.32 lakhs. Collections amounting to Rs. 41.77 lakhs and remissions amounting to Rs. 3.52 lakhs brought down the total of loans outstanding on the 30th September, 1923 to Rs. 62.21 lakhs, which compares favourably with the amount of Rs. 122.90 lakhs outstanding two years earlier.

The figures of collection were not, however, satisfactory, considering the prosperous character of the year. The amount overdue at the end of the year was Rs. 15.60 lakhs, and of the demand only 74 per cent. was collected under Act XIX of 1883 and only 72 per cent. under Act XII of 1884. In spite of strenuous efforts by the revenue staff, Muttra still accounts for Rs. 9.03 lakhs of the overdue balance. The arrears are a legacy from a period of hasty and lavish distribution ten to fourteen years ago.

Coercive processes.

14. Special efforts to clear old outstanding in a favourable season led to an increase in the number of coercive processes of 11,129, the total being 215,330. Only in 1,751 cases were persons detained, and only in 138 cases was property sold up for non-payment of revenue.

6. Settlements.

15. Operations proceeded in the districts of Muttra, Agra, Unao and Partabgarh during the year; and preliminary record work was undertaken in Rae Bareli, Bara Banki, Hardoi and Lucknow districts. Since the close of the year, however, settlement operations have been stopped, except in Muttra, owing to the refusal of the Legislative Council to vote the funds required.

Periodical revision of the records being essential for reasons quite independent of settlement policy, record operations have been continued in the Agra, Budaun, Lucknow, Unao, Rae Bareli, Hardoi, Partabgarh and Bara Banki districts. A change in procedure has relieved both proprietor and cultivator from unnecessary attendance at the Land Record Officer's Court for formal attestation.

In the districts of Gonda, Bahraich and Kheri Special Officers were appointed in the cold weather of 1923-24 for the determination of fair and equitable rates of rent under section 51D of the amended Oudh Rent Act.

7. Land Records.

(See the report on Administration of Land Records for the year ending 30th September, 1923.)

Establishment.

16. Very extensive reductions of staff took place during the year 1923. Following on the reduction of 30 posts of supervisor kanungo in 1921, a further net reduction of 45 posts has been effected by abolishing the post of Sadr kanungo throughout the province from 1st November, 1923. 1,101 posts of patwaris and 350 posts of assistant patwaris were abolished from 1st July, 1923. As a consequence patwaris' circles were reduced in number and increased in area in 41 districts where reduction in the number of patwaris was possible.

Kanungos.

17. The existing Sadr kanungos became supervisor kanungos of the first grade. Their headquarters office duties devolved upon a supervisor kanungo stationed at headquarters for the purpose, and their inspection duties devolved upon the district revenue staff. One Sadr kanungo was appointed to officiate as tahsildar, one was selected for tahsildarship and one was confirmed as a naib-tahsildar. Forty-five supervisors officiated as naib-tahsildar, and five, all diplomates of the kanungo school, were selected as approved candidates for naib-tahsildarship during the year. As usual, one of these was a diplomate selected direct from the kanungo school.

Patwaris.

18. An improvement in the calibre of patwaris is indicated by a rise in the percentage of qualified patwaris from 96.04 to 97.23, while the percentage of exempted patwaris fell from .52 to .44. Examination results showed appreciable improvement, although in Oudh the new rules, based on amendments of the Rent Act, have so far been only partially assimilated.

A rise in the number of non-resident patwaris was connected with the re-arrangement of circles, and is expected to disappear as circles become fixed again. The number of patwaris non-resident under express sanction declined.

In the way of permanent promotion, only nine patwaris were appointed assistant registrar kanungos and two were made partition amins. But 46 others officiated as assistant registrar kanungos, 99 as supervisors, 35 as partition amins and nine in other appointments.

Testing of papers.

19. Of the six special land records officers, three were deputed during the year to districts which might be expected

to come under settlement in the course of a few years, with a view to doing away, if possible, with the necessity of attestation at settlement. The three remaining officers continued to hold charge of land records work in the districts of Gorakhpur, Basti and Ballia.

Gazetted officers of the district staff succeeded in testing more entries than in the previous year, but the quantity of entries tested by tahsildars and naib-tahsildars declined, for no apparent reason. Though there was further improvement in "re-testing" (i.e., the checking of supervisors' tests), the quantity of mistakes discovered in some districts throws doubt on the quality of much of the work. Several experienced revenue officers express misgiving as to the effect of eliminating the Sadr kanungo's inspections, which were, as a rule, conspicuous for conscientious attention to detail.

On the other hand, vigorous testing and enquiry by the revenue staff in at least four districts brought considerable concealment of rent and assets to light.

Records, maps and boundary marks.

20. An important business of the year was the bringing upon the village records the changed rights of tenants in Oudh under the Oudh Rent Amendment Act of 1921. That Act conferred life tenures on a majority of non-occupancy tenants, but not on all. The classification of the various tenant rights was carried out at tahsil headquarters of the districts concerned under special arrangements.

Fresh *nazul* registers were compiled in Gorakhpur and Basti.

With a view to simplifying the land records system, and in particular to minimising the frequency of re-writing of the principal records—the *khewat*, the *khataini* and the *khasra*—which is a prominent feature of that system, the Deputy Director of Land Records was authorized, after the close of the year, to study the system in vogue in the Punjab. His suggestions were submitted in December, 1923. Briefly, they advocate that the records alluded to above, which are records prepared afresh every year, should be transformed into records prepared and kept up-to-date for four years before being rewritten in entirety. Government appointed a committee to consider these suggestions, and the committee's report was published in October, 1924 for general information and for suggestions. When these have been considered, action will be taken in 1925 to simplify the land records.

Maps and boundary marks were found to be in good order generally. In Unao district, however, the Ganges washed away 75 pillars. Steps are being taken to replace them. In Ballia records have been specially revised with a view to fixing permanent boundary stones in part of the alluvial area.

8. Waste lands.

21. There is nothing of importance to record.

9. Government Estates.

(See reports on Government estates in Kumaun for the year ending 31st March, 1924, and report by the Board of Revenue on other State properties for the year ending 30th September, 1923.)

22. The more important Government estates are those of the Tarai and Bhabar, the Garhwal Bhabar, and Dudhi in Mirzapur.

Tarai and Bhabar.

In the Tarai and Bhabar the monsoon arrived late and its volume was below average. Nevertheless, rice did fairly well, and an encouraging feature was the extension of the area under sugarcane. The general fall in prices, however, coupled with the malignancy of malaria, brought about an appreciable decrease in the area under cultivation. Trade was also dull, and the timber market was slack.

Receipts, in consequence, fell by 0.24 lakh to 8.80 lakhs, rents and forest receipts being responsible for the decrease. Expenditure was severely cut down under pressure of retrenchment and fell by 0.57 lakhs. Forest development and walling operations (for the protection of village sites and of cultivation from wild animals) had to be postponed. Progress, however, was made with the repair of canals and with the regeneration of *sal* forest in some areas, and with afforestation of *shisham* at Haldwani.

The year was not unusually unhealthy; but the death-rate, as usual, exceeded the birth-rate. Investigations by Major Phillips, I.M.S., of the Public Health department, during the year showed clearly that the plains immigrants suffered more severely than the inhabitants of the Buxar. Efforts are being made to concentrate cultivation in large blocks. It is hoped that the extension of continuous areas of cultivation will diminish the virulence of malaria.

The number of boys being educated increased, especially among the Tharus. Co-operative societies also made substantial progress.

The capture by Mr. F. S. Young and his special force of the redoubtable gang of Bhantu dacoits led by Sultana brought great relief to the inhabitants of the Tarai, and was marked by picturesque ovations to the police.

Garhwal Bhabar.

23. In spite of deficient rains, satisfactory yields were obtained in both harvests, and the cultivated area increased. Rents were paid punctually and in full. Trade, however, was slack, and the Kotdwara bazaar did not expand.

Receipts were Rs. 35,227, almost the same as last year, and expenditure fell slightly to Rs. 20,831. The need for economy held up works of maintenance and renewal, and the condition of canals gives cause for some anxiety. Public health was on the whole good.

Dudhi.

24. There was a welcome return of prosperity owing to good rains and good trade in Mirzapur district. The cultivated area increased by 53 per cent. and both harvests yielded good results. The receipts were Rs. 57,227 and the expenditure Rs. 28,838, the expenditure rising on account of road metalling. Other improvements had to be held up for want of funds, but improvement of the condition of school teachers is contemplated.

Minor estates.

25. The chief of these are the Holagarh and Khargapur estates in Allahabad and the stud lands in Ghazipur. In the Allahabad estates the rental demand declined slightly on account of an alienation made to Mirza Muhammad Naqi. The estates were carefully managed and the tenants prospered.

A fall in the total number of State properties from 473 to 461 was due to disposal of estates in pursuance of the policy adopted since 1918 of disposing of small isolated properties as far as possible. The total number has been steadily reduced from year to year. The total rental demand on account of all the estates which are under the control of the Board of Revenue was Rs. 4.13 lakhs against Rs. 4.15 lakhs in the preceding year.

10. Wards' estates.

(See the report of the Court of Wards for the year ending 30th September, 1923.)

Estates under management.

26. The number of estates under management at the end of the year was 147. During the year nine estates with a rent-roll of Rs. 1.68 lakhs were released from superintend-

ence, and charge was assumed of ten estates with a rent-roll of Rs. 1.49 lakhs. Neither among estates released nor among those taken over was there any estate of magnitude. All the estates released (except one) were made over to their owners free of debt, with, in nearly every instance, enhanced rent-rolls, and in three cases with large balances in cash or securities.

Collections.

27. The net recoverable rental demand on account of the year was Rs. 133.6 lakhs. Collections amounted to 96.4 per cent. of the demand, as against 96.3 per cent. last year. The improvement in the collection of arrears was well maintained, although it was necessary to secure Rs. 1.21 lakhs of arrears by obtaining decrees. Suspensions totalled only Rs. 45,147 and remissions only Rs. 2,366.

Collections improved in all divisions, except that of Gorakhpur, where slackness on the part of the collecting staff has been suitably punished.

Cost of management.

28. The cost of management rose from Rs. 15.79 lakhs to Rs. 17.48 lakhs, equivalent to a rise from 11.1 to 12.1 per cent. of the total income. The three estates of Balrampur, Nanpara and Payagpur are responsible for most of the increase. In these estates special staff was entertained for the conversion of grain rents into cash rents. The conversion is to the benefit both of proprietors and of tenants, grain rents being generally responsible for leakage of income, harassment of tenants and temptation to the collection staff. The special increase in expenditure was, therefore, money well laid out.

Repayment of debt.

29. Of the estates now under management no less than 102 are burdened with debt, which amounted to Rs. 337 lakhs at the time of taking over management. This amount has been reduced to Rs. 126 lakhs under the Court of Wards. The total repayment of debt during the year was made up of Rs. 24.30 lakhs from surplus profits, Rs. 4 lakhs from sale of property, and Rs. 11.73 lakhs raised by incurring fresh loans on more advantageous terms. Loans were raised for estates under management to the extent of Rs. 17.25 lakhs during the year. Of this amount Rs. 11.73 lakhs were expended in liquidating other debts as stated above, Rs. 4.20 lakhs in the purchase of property, and Rs. 1.29 lakhs in indispensable marriage and other ceremonies.

Wards.

30. The cost of maintenance and education rose by Rs. 7.25 lakhs to Rs. 39.03 lakhs during the year, mainly on account of important marriage ceremonies. Of 88 wards between the ages of 10 and 21, 58 boys were studying in colleges and schools, six were reading with private tutors and

three were learning estate management; four girls were receiving home education. In addition, 49 relatives of wards were receiving education at a cost of Rs. 56,321. One ward joined the Agricultural College, Cawnpore, after the close of the year.

Improvements.

31. Expenditure on improvements of all kinds rose by Rs. 2.57 lakhs to Rs. 13.44 lakhs. A large outlay by the Balrampur estate on residential buildings, roads, irrigation and farms is mainly responsible for the increase.

In all there were 19 farms (including one cattle-breeding farm and four poultry farms) and nine seed depôts. New forms of account were introduced which show the receipt and expenditure of these enterprises on strictly business lines. In the year three farms and six seed depôts showed a profit. Stud animals were maintained by estates in ten districts.

Ample rains affected the necessity of progress in promoting better water-supply. However, 268 new masonry wells were constructed. Of five tube wells on estates, three are working satisfactorily. An Agricultural Adviser was appointed for the Balrampur and Katesar estates after the close of the year.

The tenantry: Education.

32. Over a lakh was spent on education of tenants' children, apart from Rs. 0.31 lakh spent on construction and repair of school buildings. Forty-six schools were wholly maintained by the estates. The Nanpara Technical School continued to flourish, and furniture made by boys realised Rs. 1,276.

Large donations were again made to the Lucknow University and to the Shia College.

Medical aid and sanitation.

Expenditure on medical aid was also over a lakh. The estates maintained 15 dispensaries at their own cost, including two travelling dispensaries. Even so, the supply of anti-malarial and other medicines fell short of the demand.

Expenditure on the cleaning of wells and of village sites and on the filling of hollows came to Rs. 24,545.

Agricultural Banks.

So far as figures go, the co-operative movement continues to expand. Societies increased by 82 to 515, with a working capital of Rs. 4.23 lakhs. Real progress, however, continues to be slow.

Litigation.

33. Some success was obtained in reducing the volume of rent litigation. Of 13 civil suits with subject value of over Rs. 10,000 involving the Court of Wards which were decided during the year, the Court of Wards won nine, lost two, and partially lost another. One was compromised.

11. Revenue and rent paying classes.

(*See Government resolution on Revenue Administration and report of the Board of Revenue for the year ending 30th September*, 1923.)

Revenue-paying classes: Mutations in the revenue papers.

34. Satisfactory conditions are reflected in a decrease in the number of mutations, which fell by 5 per cent. to a total of 266,856 in all. The main decrease was under the head of "succession," which indicates a healthier year. A rise in the number of new mortgages recorded is discounted by a greater rise in the number of mortgages redeemed. Private sales, both of revenue-paying and of revenue-free lands, decreased. On the other hand, there was an increase in sales by order of courts, and action by Collectors to avert sale of ancestral property continued to meet with moderate success only. Sale was averted in 3 per cent. of cases in Agra and in 7 per cent. in Oudh.

Partitions.

35. New applications amounted to 3,600, and, added to the pending file, they brought the total number of cases for disposal up to 9,216. 4,201 cases were finished during the year, and at the end of it the pending file stood reduced by 598 cases. Fewer institutions of perfect partitions and better disposal of cases by courts both account for the decrease. The improvement in despatch of these usually prolonged cases is probably connected with a rise in the number of local inspections by courts from 193 to 332. But the number of local inspections is still low, and reduction in the touring periods of Sub-divisional Officers militates against progress in this direction. Efforts by courts to prevent fragmentation of shares continue to be frustrated by the absence of any provision in the law prescribing limits to the size of *pattis* and by the general dislike of parties to *chakbat* division.

Rent-paying classes: Tenancy litigation, Agra.

36. After two years of some diminution, the volume of litigation has risen. New institutions rose from 430,901 to 504,374, which is a record figure. Enhancement and ejectment suits are principally responsible for the increase, which is common to all divisions of the provinces except Kumaun. Some special reasons account in part for the rise in the number of enhancement suits; but, as the Government resolution observes in regard to ejectment suits, "the figures are an eloquent testimony to the need for a revision of the law which will improve the relations between landlords and tenants and relieve the Courts of an immense volume of litigation."

Enhancement of rent.

37. The number of suits instituted for enhancement of rent rose from 14,111 to 35,101, an increase of 92 per cent. In

Allahabad district, where the increase was greatest, the leading reason for the increase is reported to be that tenants are refusing to pay more than the recorded rents. The landholder is therefore forced to declare his real rental and to sue for enhancement in order that he may collect it. But there has been, generally, a great increase in the number of enhancements claimed on the ground of a rise in prices, and this number has been swelled by the launching of suits held up while agrarian restlessness was prevalent. In Basti it is believed that figures rose as a result of a ruling by the Board of Revenue declaring seven years' leases with a right of re-entry illegal; zamindars were obliged to file regular suits in order to obtain enhancements which would otherwise have been obtained on renewal of leases.

Ejectment suits.

38. The number rose from 129,654 to 155,303, all divisions except Jhansi and Meerut showing an increase. It is probable that a fair number of suits had been held up owing to agrarian agitation, as in the case of enhancement suits. No other special reason for the increase has been brought to light.

Suits for arrears of rent and ejectment for decreed arrears.

39. Suits for arrears of rent increased slightly from 197,930 to 202,000. Institutions declined in Rohilkhand and Agra divisions, but these were more than balanced by increases in Allahabad and Jhansi divisions, for which falling prices are believed to be responsible.

The rise in the number of suits for arrears of rent brought in its train a slight rise in the number of applications for ejectment for decreed arrears from 48,085 to 49,641.

Relinquishments.

40. The number of surrenders also rose from 11,023 to 14,136. Allahabad district is foremost in showing an increase. A fall of 711 applications in Basti is attributed to the growing independence of the tenants and to vigorous measures to put a stop to surrenders which are not genuine.

Protected area.

41. There was again a slight rise in the area of land held by tenants under each form of "protection"—land held as occupancy land for over 12 years and land held on leases for not less than seven years. Taking all the "protected" classes of tenants together, the total protected area amounts to 15,390,979 acres, being 73 per cent. of the total area held by tenants. In 1901-02 the protected area was 12,531,022 acres, or 63.5 per cent.

Rent litigation in Oudh.

42. The total number of suits and applications rose from 64,482 to 78,346, but this figure is still substantially lower than that of 1920-21, which was 99,091. In the previous year Government had held up ejectment applications by executive order.

This order was not in force during 1922-23, so the drop from the figure of 1920-21 may be regarded as real, although it is yet too early to say what the broad effect of the amended Oudh Rent Act in reducing litigation will be.

There was some slight increase in cases of arrears of rent, and a more marked increase in the number of suits to contest enhancement of rent. Surrenders, too, increased—a fact which is attributed to the activity of tenants in ejecting sub-tenants in order to safeguard themselves against ejectment under the amended Act. Some anxiety is expressed by Deputy Commissioners as to the results of ejecting non-resident tenants, particularly those of the higher castes, and also of ejecting under-proprietors whose under-proprietary rights are small and whose tenant holdings are large. The Board of Revenue point out that (unlike Agra) a court in Oudh has, apparently, no discretion to allow to a tenant-in-chief when sued the chance of ejecting the sub-tenant and of taking the land into his own cultivation. Whether it is within the discretion of a court to confine the scope of a decree of ejectment only to that part of the holding which has been sub-let is a point on which a final judicial decision has not yet been given.

43. There was a slight increase in the number of applications for summary recovery of revenue on behalf of lambardars, for which Jhansi and Banda districts were chiefly responsible. There was a marked rise in the number of applications for summary recovery of under-proprietary rights in Oudh, which has been traced to one single estate in Bara Banki district. This estate, and a few others, are apparently unwilling to deal with under-proprietors direct, or are unable to collect their dues amicably. Revenue Court work.

44. There was a rise of over 1,000 cases in the number of appeals for disposal by district officers, which led to an increase in the pending balance. At the close of the year 347 cases were pending over three months as against 213 at the end of the previous year. Appeals to Commissioners also increased, and at the end of the year 50 per cent. of pending appeals were over three months old. Appeals to the Board were fewer, and the pending file fell from 156 to 79 cases. Revenue appeals.

45. In Agra, despite a record number of new institutions of suits and applications, the cases disposed of exceeded the number of new institutions actually falling within the year by 20,152. The pending file was reduced correspondingly, and the number of cases pending for over three months fell from 6,044 to 2,288.. Rent Court work.

The Board of Revenue lay stress upon the very hard work done by officers in coping with the growing mass of rent suits and applications. Yearly increases in institutions, however, afford no breathing space to the district staff.

In Oudh, similarly, there was an increase in the number of cases disposed of, and the pending file was similarly reduced; the number of cases pending for three months at the end of the year falling from 644 to 568.

Execution of decrees.

46. Executions somewhat increased, but better disposal of cases reduced the pending file. The amount involved in cases actually disposed of during the year was Rs. 72,97,344, of which 53.9 per cent. was actually recovered in the year. Bulandshahr and Etah were the districts which made the best recoveries.

Rent appeals.

47. Appeals to District Officers all over the provinces amounted to 6,874. The number disposed of was satisfactory, and only 42 cases were pending for more than three months when the year closed. The total number of appeals for disposal by District Judges was 3,505, of which 976 had been pending for over three months when the year closed. There was again a large increase in the number of appeals to Commissioners. Of 18,185 cases for disposal only 9,192 could be disposed of during the year, and of this number 1,451 were disposed of by transfer to District Officers for decision. The pending file rose from 7,801 to 8,993 cases, of which no less than 5,683 were cases pending over three months. The Board observe that the amount of relief which can be given by District Officers to Commissioners is comparatively small.

Appeals to the Board increased by 633, in spite of which the closing balance was reduced from 616 to 458 cases.

CHAPTER III.—PROTECTION.

12. Course of legislation.

48. The following Acts were passed by the Legislative Council between 1st January, 1923, and 31st December, 1924 :—

(1) The Oudh Rent (Amendment) Act (Act I of 1923).

(2) The United Provinces Excise (Amendment) Act (Act II of 1923).

(3) The United Provinces Court Fees (Amendment Act (Act III of 1923).

(4) The United Provinces Land Revenue (Amendment) Act (Act IV of 1923).

(5) An Act to amend the Indian Stamp Act (Act V of 1923).

(6) The United Provinces Motor Vehicles Taxation Act (Act VI of 1923).

(7) The United Provinces Court Fees (Second Amendment) Act (Act VII of 1923).

(8) The Agra Pre-emption (Amendment) Act (Act VIII of 1923).

(9) The United Provinces Board of Revenue (Amendment) Act (Act I of 1924).

(10) The United Provinces Stamp (Second Amendment) Act (Act II of 1924).

(11) The United Provinces District Boards (Amendment) Act (Act III of 1924).

(12) The Agra Estates (Amendment) Act (Act IV of 1924).

(13) The United Provinces Board of Revenue (Second Amendment) Act (Act V of 1924).

The work of the Legislative Council during 1923 was described in the General Summary of the report for 1922-23. Its work during 1924 is described in this year's General Summary.

13. Police.

(See the Report on the Administration of the Police department for the year ending 31st December, 1923.)

Crime of the year: General.

49. Both political and economic conditions favoured progress towards the restoration of normal public tranquillity, and the police were able to devote greater attention to the prevention of such crime as dacoity, robbery, etc. There remained, however, as a legacy from the troublous years preceding, much of the spirit or lawlessness and of contempt for authority which had been responsible for a large increase in the more serious forms of crime. A recrudescence of communal bitterness provided for this spirit new fields in which to operate. Religious riots occurred in 13 districts, and would have been on a much larger scale but for the police arrangements of district authorities.

Crime statistics.

50. The number of reports of offences cognizable by the police fell by 7 per cent. to 133,196. If nuisances and offences under purely local laws be excluded, the total number of reports was 95,778, the lowest figure of the last ten years. Reductions, both of Civil Police and of village chaukidars, may well have added to the number of offences which were never reported at all. Even so, there was undoubtedly a decrease in the number of dacoities, robberies, burglaries and thefts committed.

Reports of non-cognizable offences increased slightly to a total of 157,226.

Investigations.

51. The percentage of uninvestigated reports to total reports fell slightly from 20.08 to 20.08 per cent. Variations in figures from district to district suggest that in some places the police continue to make too many routine investigations. The percentage of convictions to cases investigated rose from 43.45 to 47,75 per cent.; and the percentage of cases convicted to cases tried out in court rose from 92.09 to 92.7 per cent. These figures clearly indicate that the police were able to devote more time and attention to their regular work than in the two preceding years.

Murder.

52. The number of murders fell from 842 to 722. There were no murders of considerable public importance, except those committed by dacoits, which fell from 136 to 112 in number. An unsatisfactory feature was the failure of courts in several places to award capital sentences to dacoits who had committed murder in the course of dacoity, or with a view to carrying out dacoity.

53. There was a welcome fall in the number of reports from 1,518 to 1,275, but the latter figure is still too high for the credit of the provinces. Gorakhpur headed the list of districts having a serious dacoity history during the year with 96 dacoities, and the situation also gave rise to anxiety in Aligarh, Muttra, Moradabad and Rae Bareli. Many local officer have drawn attention to the reduction in the number of circle inspectors and of village chaukidars as hindering vigorous action against dacoits. Good preventive and detective work considerably improved the situation in Bijnor, Budaun, Farrukhabad and Etawah. But the outstanding work of the year was the rounding up by Mr. Young and his special dacoity police of the notorious Bhantu gang led by Sultana which had for years terrorised the inhabitants of the Terai and of adjoining areas. In the course of the operations 311 dacoits were arrested, 7 were killed in armed encounters, and 42 firearms and property worth Rs. 1½ lakhs were recovered. Both during and subsequent to the operations against the Bhantus, other less spectacular but very important gangs were also wholly or partially accounted for by the special dacoity force. **Dacoity.**

54. The number of reports declined under each of these heads. Robberies fell from 851 to 768; the districts of Gorakhpur, Unao and Moradabad heading the list of true cases. Robberies are, for the most part, committed on roads or cart tracks about or just after nightfall, and usually by members of criminal tribes. **Robbery, burglary and theft.**

True cases of burglary decreased from 52,933 to 46,408, and the percentage of cases convicted to true cases reported improved from 7 to 8 per cent. How far the improvement is real and how far it is due to the reduction in the numbers of chaukidars cannot yet be gauged. The districts responsible for the largest number of cases were Sitapur, Meerut and Gorakhpur.

The number of thefts declined from 27,845 to 24,782—the lowest figure on record. There was an improvement in the number of convictions obtained. The decrease in reports is largely attributable to failure of complainants to report and to reduction of chaukidars. Reports of cattle theft decreased; but "cattle-lifting" continues to be a grave problem along the Punjab border and on the border between Agra and Indian States.

55. Riots again provided a disquieting increase, from 1,510 to 1,743. The rise has been continuous since 1919. Communal friction and the spirit of lawlessness engendered by **Riots.**

agitation account for the situation. Agra heads the list with 115 riots, of which no less than 93 were the result of communal strife. Other communal riots occurred during the *Baqr-Id* and *Muharram* in Saharanpur, Allahabad, Meerut, Bareilly, Shahjahanpur, Budaun, Gonda, Etah, Bulandshahr and Naini Tal districts, and on other occassions in Moradabad and Pilibhit. The riot in Saharanpur City was characterised by excesses of the worst description.

Counterfeiting.

56. The number of true cases rose from 112 to 192, chiefly owing to offences relating to forged currency and bank notes. Some dangerous forgeries of notes have been and are engaging the earnest attention of the Criminal Investigation department.

Preventive sections and surveillance.

57. Compared with the preceding year, more persons were dealt with under section 109 and fewer under section 110 of the Criminal Procedure Code. The number of convictions obtained was satisfactory, considering that cases of this nature are now worked out with more difficulty than formerly, and that greater attention is required to the laws of evidence and to the demands of judicial experience.

History sheets totalled 33,693. The average number of persons on the surveillance register of a police station is seven. That many of the worst criminals escape surveillance is clear from the fact that, of persons convicted under section 110, Criminal Procedure Code, during the year, 68.65 per cent. were persons in respect of whom no history sheets existed. Restrictions on camping of gazetted officers and failure of the station staff to carry out the rules are partially responsible for the state of affairs.

Absconded offenders.

58. 1,211 names were struck off on arrest or for other reasons and 1,271 names were added during the year, bringing the total up to 3,040 at the close of the year. 852 absconders were arrested during the year, of whom 416 were caught by the police of the districts of proclamation, while 186 were captured by the police in other districts.

Criminal tribes.

59. The total registered population increased from 34,909 to 35,323, the slight rise being due to further registration of Pasis in Lucknow. Of this total, 5,473 members of domiciled tribes and 4,673 gypsies are restricted under section 11 of the Criminal Tribes Act as to their movements; in addition to which 2,402 are restricted to settlements and schools.

The number of prosecutions under the Criminal Tribes Act declined from 2,826 to 2,465. So far, it cannot be said to what extent the decline is due to the reduction of chaukidars. Surveillance must inevitably become more difficult as the size of the chaukidar's beat is increased.

There are few signs of reform, but the Act is generally regarded as an effective weapon for dealing with the habitual and hereditary criminal. In some districts the policy of exempting the better behaved of the domiciled tribes from the provisions of the Act is meeting with a fair measure of success.

There was no change in the number or management of the settlements and schools, and operations continued to be hampered by want of funds to develop employment and education in trades. The Kalayanpur settlement, in particular, suffered from the general trade depression of the provinces. In spite of these conditions, officers of the Salvation Army continued to manage successfully the settlements in their charge. Their unselfish devotion to duty is well known. The number of absconding Bhantus—the most troublesome of criminal tribes —fell from 94 to 34; but an increased number of Doms absconded.

60. There was a material decrease in crime during the year, the number of true cases of cognizable offences falling from 9,081 to 6,249. The fall, which is common to all railways in the provinces, is most marked in theft cases, especially in thefts from station-yards and goods-sheds. Better economic conditions and increased use of the preventive sections partly account for the improvement; but it is also due largely to the introduction of special locks and rivets for wagons. The decrease in crime from the latter cause should be permanent. **Railway police.**

Non-cognizable crime increased, railway companies showing greater energy than usual in the detection of persons travelling without tickets.

There was not much heinous crime, the most important case, in which a lady was robbed and thrown out of a train near Fyzabad, being well handled and ending in a severe sentence for the accused, an ex-employé of the railway. Dacoities fell from 21 to 3 and robberies from 17 to 12. Six murders were reported, but 2 of these cases were probably accidents or suicides. The extent to which railway thieves are usually habitual professional thieves was illustrated by a case in which 11 men were concerned who had between them 74 previous convictions.

The railway police staff is the smallest in India although it polices the largest jurisdiction of any province. The conditions of service fail to attract a really suitable class of man; and, considering the difficulties inherent in railway police work, the result of the year was satisfactory.

Three serious collisions occurred during the year. The most serious was that at Pilkhani on the North-Western Railway. The officials found guilty of negligence were prosecuted.

Thirteen cases of attempted derailment of trains occured, but no serious accident resulted. In four cases railway gatemen were prosecuted for leaving their posts; but apparently the courts do not always realize the serious responsibility of gatemen, who are sometimes let off very lightly.

Finger-Print Bureau.

61. The number of finger-print slips fell from 202,446 to 187,871 as a result of good work by the Bureau in the elimination of unnecessary slips. The number of fresh slips received for record during the year was 10,762. The number of slips of unidentified persons received for search during the year was 14,551, and 18.4 per cent. of these persons were identified from finger-prints by the Bureau.

Criminal Investigation Department.

62. The re-organization of this department into an Investigation branch and a Special branch was completed during the year, but the new staff was only completed at the close of the year. The Investigation branch conducted 21 investigations as compared with 49 in the previous year; and in seven other cases the department lent officers to assist local officers in cases. The number of cases investigated by the Special branch fell from 56 to 14. The department had to handle some particularly difficult cases during the year. One of the most difficult was the daring and clever fraud practised on the Alliance Bank by means of forged advices. Another bank case investigated by the department ended with the arrest of a sub-agent of the Allahabad Bank who had absconded with Rs. 1,30,000. All the money, except Rs. 1,655 which the accused had spent, was recovered. The advance of forgery and fraud parallel with the advance of education provides the department with work of increased intricacy and difficulty; and the necessity of having such a staff is illustrated by the obvious urgency of stamping out forgeries of currency notes and bank notes.

Co-operation with Indian States.

63. Relations with neighbouring States continued to be satisfactory. In particular, officials of Gwalior, Rampur, Datia, Dholpur and Nepal rendered invaluable assistance in dealing with dacoit gangs which specialise in dacoities in the neighbourhood of the provincial boundaries.

Strength and cost of police.

64. Considerable further progress was made in giving effect to the recommendations of the Civil Police Committee. Thirteen police stations were abolished and two were reconstituted—a net reduction of eleven. The post of Deputy Inspector-General of Government Railway Police was abolished, and a new post, that of Assistant to the Inspector-General of Police in charge of Railway Police, took the place of the post abolished at a lesser cost.,

The strength of the Civil Police was reduced by 993 head constables and 1,666 constables. At the close of 1923 the sanctioned strength stood at 2,080 sub-inspectors, 2,600 head constables and 28,197 constables.

In the case of the armed police, the net reduction was 152 men, and the present allocation consists of 63 sub-inspectors, 576 head constables, 792 naiks and 5,802 constables. The strength of the small establishment of mounted police remained unchanged.

Chaukidars were further reduced from the original total of 87,903 to 50,646. Further reduction has followed in 1924, and the force will soon stand at 42,550.

The total expenditure amounted to Rs. 134.29 lakhs as against Rs. 138.60 lakhs in the previous year, the reduction being chiefly due to the economies effected in the strength of the police.

65. Nine officers and 252 men were dismissed and 64 officers and 724 men received either judicial or departmental punishment during the year. Judicial punishments, however, were inflicted on a total of 122 men only, and of these 60 were punished for offences under the Police Act. Resignations decreased from 1,688 to 891, and desertions from 94 to 32. The punishment return is comparatively light and indicates better discipline and conditions in the force. The amount paid in rewards decreased. **Conduct and discipline.**

The armed police were busily employed during the year in preventing dacoity and in putting down or preventing riots. The average number of days each man was on duty rose from 282 to 293. Some relief to them in their arduous duties was afforded by the use of lorries and prison-vans; but it has been decided to retain only 25 of these vehicles and to locate them in selected districts only. The quality of the work performed by the armed police has received almost unanimous praise from District Officers.

The mounted police worked well during the disturbances in Meerut City, and in Allahabad and Pilibhit at the time of the *Muharram* and other festivals. The efficiency of a few mounted men, as compared with a larger number of foot-police, in dealing with mobs was notable in the Meerut disturbances.

The number of chaukidars convicted fell from 143 to 91, but the number dismissed rose from 270 to 299. The total sum of rewards paid to them rose from Rs. 56,486 to Rs. 60,721, and indicates that, as the number of chaukidars decreases, this valuable body of men is receiving from station

officers and circle inspectors more of the consideration which it deserves.

Buildings. 66. Rupees 7.05 lakhs were expended on buildings during the year, of which Rs. 4.16 lakhs were spent on major works, the remainder being utilized in repairs and improvements to existing buildings. District reports bear witness to the appalling state of the housing of the police in many police stations of the provinces, and indicate that the conditions are largely such as to impair both the health and the efficiency of the force.

Training School. 67. For the 1923 session there were 129 students, 80 being candidates for direct appointments, and 32 selected head constables. The remaining seventeen were from Indian States. The year proved a successful one, and at the final examination only eight United Provinces and five Indian States cadets failed to pass. Four Assistant Superintendents were in residence at the school throughout the year. Four others left the school and five others joined it. A new system of training for the rank and file has been sanctioned by Government, but will not be in full operation until the end of 1925. It should effect considerable improvement in the training of the force.

14. Criminal Justice.

(*See the reports of the High Court at Allahabad and of the Judicial Commissioner of Oudh for the year ending* 31*st December*, 1923.)

AGRA PROVINCE.

Judicial staff. 68. The number of Sessions divisions was, as last year, nineteen. Lack of accommodation delays the creation of a separate judgeship at Basti. The proposal to make Muzaffarnagar a separate division has been postponed indefinitely, and the Court of the Additional Sessions and Subordinate Judge at Cawnpore for Fatehpur remains a temporary Court.

Temporary Additional Sessions Judges worked at Cawnpore and Gorakhpur throughout the year, and others worked for varying periods in six districts.

Number of trials. 69. The reported number of offences under the Indian Penal Code, including those pending from the previous year, rose from 103,417 to 107,932. True cases rose from 72,141 to 76,440. Cases brought to trial increased from 64,063 to 66,717, and the number of persons who came under trial from 162,964 to 171,719. Although these figures are the highest since 1919, the increases during the year

were not in the more serious forms of crime, but chiefly in cases of hurt, criminal force and assault. The persistence of a spirit of lawlessness and of readiness to commit violence may have influenced the figures, but extension of the numbers and powers of Honorary Magistrates has probably led to a large increase in the number of petty offences brought before Courts. Honorary Magistrates tried more than one-third of the persons brought to trial in the province during the year. At the same time it might have been expected that the rapid expansion of village panchayats and of the number of petty cases disposed of by them would materially reduce the number of cases reported to Courts, as panchayat cases do not figure in the returns of the High Court. Any such anticipation has not been realised so far.

Better political conditions are reflected in a marked drop in the number of offences against the State, and in lesser falls in the number of contempts of lawful authority and of offences against property. Communal animosity is responsible for a larger number of offences against public tranquillity. Offences affecting public health, safety and justice also rose.

Local authorities showed increased activity under local and special Acts. There were more reports of offences under Acts relating to police, municipalities, hackney and stage carriages, and cruelty to animals. Greater activity by Canal officials appears to be responsible for a larger number of reports of offences relating to canals; and, similarly, railway servants detected more cases of evasion of railway laws. Decreases under some other local Acts appear to be fortuitous; but a fall in the number of offences against Forest laws is due to the cessation of incendiarism and of other mischief to forests resulting from political agitation among uneducated villagers.

Duration and results of trials.

70. The average duration in all Courts fell from 11 to 10 days. The number of witnesses examined was 251,056, but it appears that, of witnesses summoned, about one-sixth were not examined at all. Greater attention is still required to the duty of limiting the number of witnesses summoned and of dismissing, after brief preliminary investigation, numbers of complaints which are perfectly trivial or which do not constitute offences at all. The results of applications to have persons bound over to keep the peace are a conspicuous example of the attempts often made to abuse the processes of the law: two-thirds of the persons involved in such applications were discharged during the year.

As usual, very little was done under the Criminal Procedure Code towards compensating persons who were the victims

of false and frivolous complaints. 375 complainants were obliged to pay compensation in such cases; but the number of persons discharged or acquitted during the year in cases of hurt, assault and intimidation *alone* amounted to over 75,000. Many of them must have been falsely accused. The percentage of persons convicted out of persons put on trial in Magistrates' Courts was 40 per cent., as last year. In Courts of Session the percentage rose from 62 to 68 per cent.

Punishments.

71. Of persons sentenced to death by Sessions Courts, sentences were confirmed by the High Court in 140 cases (as compared with 134 cases last year). 68 others were released and the sentences of 42 were modified.

The number of persons sentenced to transportation was 436. Sentences of rigorous imprisonment fell from 18,745 to 16,631, some fraction of solitary confinement being awarded in 11 per cent. of such sentences. There was a decrease in the number of sentences of whipping, and a marked increase—from 383 to 679—in the number of offenders released on probation. The amended Criminal Procedure Code, whch gives more latitude to Courts to release on probation, is responsible for this.

Appeals and revisions.

72. The number of appellants in all Courts rose from 18,103 to 19,658. Appellants to Sessions Courts increased by over 1,000, and appellants to the High Court by over 700, as a result of amendments in the Criminal Procedure Code whereby certain cases hitherto non-appealable became appealable.

As last year, the percentage of totally unsuccessful appellants and applicants for revision was 68 per cent.

OUDH.

Judicial staff.

73. The number of Sessions Judges was 6, and of Additional Sessions Judges 4. Sessions divisions remained as last year. The regular judicial staff was augmented by two short-term appointments of Additional Judges during the year, and nine Subordinate Judges exercised powers as Assistant Sessions Judges.

Number of trials.

74. The number of offences reported under the Indian Penal Code was 35,003 against 35,593 in the preceding year. Variations in figures of offences under the several chapters of the Code are too slight to require explanation; but offences affecting human life rose to 399, Hardoi district being prominent with 70 murders. There was an increase in kidnapping, and dacoity increased in northern and eastern Oudh; but in Fyzabad the wane of the *Kisan* movement and of violent agitation was responsible for a fall from 40 to 18 dacoities.

Under special and local laws there was notable activity, larger numbers of offences being reported under the Police and Motor Vehicles Act, and also under the Railway, Excise and Criminal Tribes Acts. But municipal authorities in Lucknow, Hardoi and Gonda were much less active than formerly in reporting breaches of the municipal law, and prosecutions under the Municipal Act fell by 1,379.

75. The average duration of a trial remained at about 10 days. The number of persons brought to trial was 103,456, showing little change from last year. Convictions were obtained against only 30 per cent. of the persons tried, this being the lowest figure since 1914. **Duration and results of trials.**

94,301 witnesses were summoned in those trials, but only 77,972 were examined, showing that about 18 per cent. were forced to attend Court unnecessarily.

Honorary Magistrates disposed of nearly half the criminal cases of the year, including most of the petty cases.

76. Death sentences were passed on 52 persons. 21 of these sentences were confirmed, 15 were reversed and 6 were commuted to imprisonment or transportation by the Judicial Commissioner's Court. **Punishments.**

Sentences of transportation for life rose from 54 to 140. There was a reduction in the number of persons sentenced to imprisonment, and it was particularly noticeable in the number of short-term prisoners. 207 persons were released on probation as compared with 115 in the preceding year.

77. The number of appeals rose in Courts of Magistrates and Sessions Judges, but fell in the Judicial Commissioner's Court. 26, 15 and 13 per cent. of appellants were successful in the Courts of Magistrates, Sessions Judges and of the Judicial Commissioner respectively. **Appeals and revisions.**

15. Prisons.

(See the report on the condition and management of Jails for the year ending 31st December, 1923.)

78. The important feature of the year is a fall in the number of prisoners admitted on conviction from 34,071 to 29,578. Of this number only 717 prisoners were women. The average daily population was, however, higher than in the two preceding years, as no jail delivery took place in 1923. **Jail population.**

Satisfactory reductions occurred in the number of short-term prisoners, and it appears that Magistrates now realise better that short terms of imprisonment are undesirable. Classification of prisoners reveals the interesting facts that the

bulk of crime is committed by men between the ages of 22 and 30, and that over 95 per cent. of prisoners admitted during the year were illiterate. Over 26 per cent. of newly-admitted prisoners were habitual offenders.

The number of civil prisoners (i.e., imprisoned debtors) during the year was 1,247.

Employment.

79. Of the total jail population, 47 per cent were engaged in remunerative industries. Owing to the fall in prices and to the general trade depression the profits from sale of jail manufactures fell from Rs. 5.86 lakhs to Rs. 5.12 lakhs. So-called "profits" from articles made for jail use have, however, been excluded from the figures of the year and for the future.

Health.

80. The death-rate again fell from 14.6 to 13.2 per mille, and there was no epidemic disease. Of prisoners discharged during the year, 63 per cent. gained in weight while in jail, and only 8.2 per cent. actually lost weight. Leper prisoners of the provinces were segregated at Rae Bareli. Nine of these were treated by Dr. Muir, a worker on Leprosy Research in the Calcutta School of Tropical Medicine, with gratifying results.

Conduct and discipline.

81. The remission rules continued to be appreciated by prisoners, only six of whom failed, on account of bad conduct, to gain remission. There was a welcome reduction in the number of serious jail offences. Escapes numbered eight as against ten in the previous year. Six of these were from parties working outside prison walls. Offences in the nature of "mutiny and assaults" decreased from 130 to 87. A policy of reducing to a minimum the use of fetters and of removing distinctions against long-term prisoners is apparently making prisoners as a whole more amenable to discipline.

Juvenile prisoners.

82. Only 89 prisoners of under 16 years of age were admitted to jail, as against 124 in the previous year. Of all prisoners under 21 years of age 246 were sent to the Juvenile Jail at Bareilly. 256 prisoners were released from that institution during the year, leaving 224 inmates at the close. The health and discipline of the juvenile prisoners were excellent.

Expenditure.

83. In spite of the rise in the average daily jail population, expenditure incurred in guarding and maintaining prisoners fell from Rs. 33.52 lakhs to Rs. 27.90 lakhs, and the total cost per head fell from Rs. 125 to about Rs. 99. In no department has the problem of retrenchment received closer attention.

Jail reforms.

84. Apart from the mitigations of jail punishments already alluded to, the lot of prisoners was alleviated by the abolition of solitary confinement as a jail punishment and by the

restriction of flogging to offences of a specially grave nature. Transportation to the Andamans has ceased. Revising Committees have been appointed to give special consideration to remissions for long-term prisoners, and special remission was granted during the year in 24 per cent. of 2,781 cases considered. Local bodies have been allowed to provide religious and moral instruction to prisoners, and private agencies are encouraged to find work for released prisoners. The appointment and visits of non-official jail visitors have removed much of the mystery and popular misconception as to the conduct and practice of jail administration. On the other hand, the alteration in the law whereby imprisonment under section 109, Criminal Procedure Code, may not be rigorous has resulted in the spectacle of a substantial number of able-bodied habitual criminals doing no work at all while in durance.

16. Civil Justice.

(*See separate reports for Agra and Oudh on Civil Justice for the year ending* 31*st December*, 1923.)

AGRA PROVINCE.

85. During the year the regular staff was augmented by the appointment of six temporary Judges, and in addition to this the Courts of five munsifs were converted into Courts of Additional Subordinate Judges for varying periods. **Judicial staff.**

The growing pressure of civil litigation has been considerably mitigated from 1st April, 1924 by a sanctioned increase in the staff of 5 Subordinate Judges and 22 munsifs. Urgent building projects at Cawnpore, Ghaziabad and Budaun continued to be postponed for want of funds.

86. The number of suits instituted fell from 153,115 to 147,466 and the value of suits fell from Rs. 829 lakhs to Rs. 802 lakhs. The fall was most marked in suits not exceeding Rs. 50 in value. Generally improved conditions probably account for the fall, but there can be little doubt that where village panchayat system has been well established in the last three years, those panchayats which are really working have disposed of a large number of petty suits for debt. **Original suits.**

The number of cases disposed of fell by 7,622, and the duration for contested cases rose from 58 to 115 days. The average duration for uncontested cases was 54 days as in the preceding year. These details indicate that the Judicial staff was not adequate to cope with the heavy volume of litigation. District Judges in particular are hampered by the quantity of miscellaneous work which they have to perform.

Appeals.

87. The number of appeals fell from 14,859 to 14,687. There was an improvement in the disposal of appeals and the pending file was reduced by 500 cases during the year, while the average duration of appeals fell from 243 to 212 days.

High Court.

Appeals to the High Court fell from 5,806 to 5,533, but the pending file increased from 2,939 to 3,444 cases.

Execution of decrees.

88. Applications increased from 150,485 to 154,499. Here also there was improved disposal of cases, and the pending file had increased by only 305 cases at the end of the year. Only 45 per cent. of applications proved fructuous.

Honorary Courts.

89. 98 village munsifs were working as against 110 last year. They disposed of 7,865 cases. The number of honorary munsifs was 35 as against 31, and they disposed of 8,873 cases.

It must be expected that the number and work of honorary Courts will decline with the spread of the village panchayats constituted under the Village Panchayat Act, VI of 1921.

OUDH.

Judicial staff.

90. The regular staff was supplemented, as last year, by three Additional District Judges during the year. In addition three Additional Subordinate Judges were appointed for short periods and two munsifs were made temporary Subordinate Judges. Extension of buildings is urgently required in Lucknow, but is held up for want of funds.

Original suits.

91. The number of suits instituted fell from 67,903 to 66,689. The decrease in all kinds of regular suits was off-set by an increase in the number of Small Cause Court cases; but, as in Agra, there was a marked decrease in the number of suits valued between Rs. 10 and Rs. 50.

The total value of suits declined from Rs. 380 lakhs to Rs. 323 lakhs.

The number of cases disposed of during the year fell by 1,281. For this deficiency Courts of Subordinate Judges and of small causes are mainly responsible. The average duration of contested cases rose from 88 to 90 days, and of uncontested cases from 60 to 71 days. In Oudh, as in Agra, the judicial staff appears to be inadequate; but instructions have been issued to curtail the quantity of unnecessary and irrelevant examination and cross-examination which at present protracts cases unduly.

Appeals.

92. The total number of appeals was 3,160. The pending file increased by 403 cases during the year, but the average duration of an appeal fell from 77 to 72 days.

Appeals of all kinds came to 1,187. 693 were disposed of, leaving a slight increase in the pending file at the end of the year. Judicial Commissioner's Court.

93. Applications increased from 57,507 to 61,204. Conditions were easier among the people, and larger numbers of small debtors were sued for repayment. The percentage of fructuous applications was, however, only 37 per cent. The pending file increased by 1,250 cases. Execution of decrees.

94. The number of village munsifs fell from 43 to 24 as a result of extension of the village panchayat system. They disposed of 1,142 suits. Honorary munsifs numbered 56 and they disposed of 6,410 cases as against 4,878 in the previous year. Honorary Courts.

KUMAUN.

95. The number of suits increased by 477 to 7,192, but the value of suits declined from Rs. 13.87 lakhs to Rs. 10.45 lakhs. The figures indicate the reviving prosperity of small debtors, i.e., the poorer classes. The pending file was reduced from 1,258 to 1,196 by the better disposal of cases, and the average duration for contested cases fell from 127 to 113 days. The duration of uncontested cases showed a slight rise from 54 to 57 days on the average. Suits.

96. Appeals numbered 352 against 297 in the previous year. 219 appeals were to Deputy Commissioner and 72 to the Commissioner. The pending file was reduced from 66 to 61 during the year. Appeals.

97. The number of applications increased from 3,546 to 3,773. Fifty per cent. of the applications were infructuous. Execution of decrees.

17. Registration.

(See report on Registration for the year ending 31st December, 1923.)

98. The number of documents registered decreased by over 5 per cent., from 284,409 to 269,615. The decrease was common to all kinds of documents and is attributed to good harvests and prosperity, though, possibly, the enhancement of stamp duties may have affected the figures slightly. The decrease was specially noticeable in regard to leases of all kinds. Registration.

99. In consequence of fewer registrations, receipts declined slightly from Rs. 12.76 lakhs to Rs. 12.46 lakhs. Thanks, however, to retrenchment and to reduction of temporary establishments, expenditure also fell from Rs. 4.64 lakhs to Rs. 4.48 lakhs. One registration office was abolished in Bara Banki district. Financial.

Prosecutions.

There were two prosecutions under the Registration Act and both accused were convicted. Three registration muharrirs were dismissed from Government service—one for accepting an illegal gratification and two on the ground that they were concerned in embezzlement by a Sub-Registrar prosecuted and convicted in the previous year. One Sub-Registrar was reduced for neglecting his work.

Inspections.

100. Instructions to District Registrars and to the district staff to pay more attention to inspection of registration offices resulted in an improvement in the number of inspections from 476 to 590.

18. District Boards.

(See the review of the working of district boards for the year ending 31st March, 1924.)

Constitution.

101. The year marks the end of local official control of boards, which became for the first time locally self-governing bodies. Throughout the provinces elected non-official Chairmen took the place of District Officers as Chairmen of the boards. The membership of boards became entirely non-official, and also entirely elective, save for the nomination by Government of two members on each board to secure the representation of special castes and classes. The number of members in each board was increased, and the total membership has risen from 1,084 to 1,451. To secure equality in rural representation, single-member constituencies embracing compact separate areas were formed. The new District Boards Act broadens the basis of the franchise very considerably, and the elections of 1923 brought many changes in membership, though the land-owning classes continue to furnish the great majority of members.

Re-organization of work.

102. In the circumstances there were, naturally, an increase of interest in the proceedings of boards on the part of members and a decline in the number of abortive meetings. Committees were organized by most boards; but while the departmental committees at district headquarters on Finance, Education and Public Works were active, the tahsil committees were largely lacking in vitality. For this the lack of direct responsibilities and of funds with which to operate were mainly responsible.

In regard to inspections the members of boards displayed greater activity and interest than was formerly the case; but Chairmen of boards were unable to find the time for the

regular and systematic inspections which were formerly made by official Chairmen and by the revenue staff.

103. There was an increase in total income from Rs. 156.60 lakhs to Rs. 173.55 lakhs, which is entirely accounted for by an increase in Government subventions. Recurring district board income was practically stationary, some automatic increases in receipts from local rates being off-set by decreases in interest from investments, due to sale of securities by boards, and in receipts from pounds, due partly (it is to be feared) to a weakening of control over pound-keepers. Some improvement in income from ferries has been obtained by enhancement of tolls. The greater part of the increase in Government grants was made up of further contributions for the expansion of primary education and for the construction of school buildings. **Income.**

104. Little satisfaction is to be derived from a fall in expenditure from Rs. 183.50 lakhs to Rs. 180.68 lakhs, for the decrease is entirely accounted for by curtailment of outlay on the repair of roads and on educational buildings. There were slight increases in recurring expenditure on general administration and on education. **Expenditure.**

105. It is unfortunate for the new boards that they have been confronted at the outset of their careers by acute financial difficulties. Expenditure exceeded income, including Government grants, by Rs. 7.13 lakhs during the year. In the past three years the closing balances of boards have declined from Rs. 73.09 lakhs to Rs. 37.68 lakhs; while, by the sale of investments, interest on securities has declined from Rs. 2.88 lakhs to Rs. 1.85 lakhs. There are even boards which, but for unexpended Government grants which they hold, are actually in default. No board resorted to its powers of imposing taxation during the year. Yet the dilemma with which all the boards are faced—that of imposing new taxation or of restricting their operations—calls for an immediate choice of courses. **Financial position.**

106. The rate of expansion was accelerated during the year, the number of district board schools rising from 13,969 to 14,184, and the total number of scholars from 846,621 to 897,390. The vast majority of scholars never gets beyond the lower primary stage. Examination of the figures of the year shows that less than one-sixth of the number of boys in the lower primary sections reached the upper primary sections; and of those who complete the upper primary courses only one-half goes on to high to middle and higher education. **Education.**

While the number of scholars in all these three branches continues to increase, the rate of increase is slower in the upper primary and higher branches than in the lower primary classes. The number of scholars in aided schools is now only about one-tenth of the number in schools administered by the boards themselves.

Mention has been made in this report under the head of Education in Chapter VII of the new three years' educational contract made with the district boards whereby allotments made by Government which the boards have not been able to utilize are not resumed by Government but are retained by the boards for non-recurring expenditure in the opening of new schools and buildings. Reference has also been made to the commencement of schemes for vernacular education in agricultural training, of which the deputation of 10 teachers to the Agricultural School, Bulandshahr, represents the beginning.

Medical and Public Health services.

107. The nature and the amount of medical relief given by district boards have been greatly altered by the discretion given to boards to close travelling dispensaries, and, in certain cases, fixed allopathic dispensaries. All but 4 travelling dispensaries were closed by the district boards during the year, in addition to which 9 allopathic dispensaries in Bundelkhand were closed and partly replaced by institutions of the *Ayurvedic* system of treatment. In 4 districts, however, boards were able to establish indigenous dispensaries in addition to existing dispensaries. The permission to close travelling dispensaries was conditional on the diversion of the money to other medical needs; but the effect on a rural population long accustomed to obtain relief from these institutions must have been considerable. Further, in a certain number of dispensaries officers of the Provincial Subordinate Medical Service have been replaced by men holding a similar qualification but directly recruited by the boards on a lower rate of pay.

In some directions there was a tendency to restrict outlay on essential medicines and also to starve the *sadar* hospitals, which happen to lie within municipal limits, pending settlement of negotiations for equitable distribution of the cost of *sadar* hospitals between district and municipal boards.

The boards continued to be unable to undertake comprehensive schemes of rural sanitation. District health schemes, however, existed in all the three districts of the Gorakhpur division, and in these districts the condition of villages under the Village Sanitation Act has been much improved, while

the work done in fighting epidemics was much more successful than hitherto. In Jalaun a useful and economical step was taken by deputing school teachers and vaccinators to carry on public health propaganda and supervision during the seasons when their regular work is in abeyance.

108. The year witnessed the beginning of the transfer of the maintenance of local metalled roads from the Public Works department to the boards themselves; and the process was carried on almost to completion in the succeeding year. The circumstances in which the transfer has been effected are not encouraging for the future of these roads. Unsatisfactory when handed over, the roads continue to deteriorate rapidly, and the boards have no funds for the total reconstruction which in many instances is really required. As it was, the expenditure on maintenance of roads decreased during the year to Rs. 23.90 lakhs. In spite of this state of affairs, capital outlay to the amount of Rs. 5.09 lakhs was expended on new roads. **Communications.**

19. Municipal Boards.

(*See review of the working of municipal boards for the year ending 31st March*, 1924.)

109. The number of municipalities remained unchanged at 85. Following general elections in March, 1923, the members of the new boards held elections of Chairmen, with the result that there are now 77 non-official and 8 official Chairmen. In 14 instances, however, the Chairman had to be nominated under section 44 of the Municipalities Act owing to the failure of the board to elect a Chairman within the prescribed period. **Changes in constitution**

Some slight re-adjustment of the number of Muslim seats proved necessary when the final results of the census were received.

110. Municipal income rose from Rs. 141.78 lakhs to Rs. 143.13 lakhs, and it is satisfactory to find that the income from the boards' own resources rose by Rs. 10.49 lakhs while Government subventions fell by Rs. 9.21 lakhs. Moreover, instances in which boards were driven to sell their investments in order to make ends meet were much fewer than in the two preceding years. The amount of loans taken from Government fell from Rs. 18.94 lakhs to Rs. 6.02 lakhs. **Income.**

111. The bulk of recurring municipal income continues to be received from terminal taxation and from octroi. Terminal taxes and tolls brought in an increase of Rs. 3.60 **Indirect taxation.**

lakhs over the previous year's figures, which represents, both actually and relatively, a greater increase than was yielded by octroi. Although much of the increase comes from Cawnpore alone a good deal was done towards overcoming the difficulties associated with terminal taxation, particularly in the direction of checking evasion.

Octroi continues to be the leading head of income among heads of income taken individually. A comparison of octroi income as it was in 1913-14 and in 1923-24 in 21 municipalities where it has been continuously in force reveals a substantial increase of revenue, in spite of actual decreases in population. It seems a fair inference that octroi has not adversely affected the trade of these towns, in spite of its admitted defects.

Direct taxation.

112. Increased yields were obtained during the year of Rs. 2.06 lakhs from water rates, Rs. 1.18 lakhs from house tax and Rs. 1.11 lakhs from pilgrim tax. Direct taxation for general purposes, as on houses and lands, continues to be disliked, and income from circumstances and property tax actually declined. The unpopularity of these taxes is closely connected with imperfections in the system of assessment. Rightly or wrongly, the fairness of the assessment is often questioned, and, as usual, several boards are anxious to abandon direct for indirect taxation for general purposes.

Naturally, direct taxes levied on account of special services, such as water rates and the pilgrim tax, do not arouse the same degree of public opposition. The greatest individual improvement in revenue from water rates was in the case of Allahabad, which revised its assessment list and increased its income from this head by over 1 lakh. The introduction of pilgrim tax in Allahabad, Muttra, Bindraban and Soron accounts for the increase under this head.

Receipts from other sources.

113. A large number of boards derives substantial income from the management of nazul lands. Nazul property under municipal management brought in an income of 29 lakhs; but it is to be feared that few boards pay sufficient attention either to the development of nazul income or to the preservation of the State's title to the land.

Expenditure.

114. Municipal expenditure fell from Rs. 154.64 lakhs to Rs. 135.48 lakhs. A decrease of expenditure of Rs. 11.86 lakhs on hydro-electric supply is very largely responsible for the shrinkage, and there are also substantial reductions in the outlay on water-supply and drainage, and on the establishments connected with these services. Some slight economy was effected in the cost of general administration, but the cost of collecting taxes went up.

Conservancy, including road cleaning and watering, continues to be the chief head of municipal expenditure. It forms 17.6 per cent. of the total expenditure, while education and upkeep of roads account for 9.4 and 9.1 per cent. of the total respectively. The amount spent on general administration including collection of taxes, etc., comes to about Rs. 15 lakhs.

Financial position.

115. The rapid progress which was being made towards general municipal insolvency was arrested during the year. Income exceeded expenditure and municipal balances increased from Rs. 25.41 lakhs to Rs. 29.87 lakhs, apart from an addition of nearly 5 lakhs to invested funds. Simultaneously, the total indebtedness decreased from Rs. 122.44 lakhs to Rs. 120.83 lakhs. At the same time there is little real ground for satisfaction. The present apparently favourable position is mainly due to the postponement of expensive but most urgent projects, such as the re-organization of the water-supply at Allahabad. In some municipalities the position is much worse than it need be, owing to failure to collect heavy arrears of taxation over a number of years. There are also cases where audit has disclosed complete disregard by the municipal staff of the rules governing expenditure, and also nearly complete failure to remedy the defects revealed at previous audits.

Municipal services: Roads. Water-supply.

116. The state of municipal roads has for some years evoked acute criticism and, doubtless stimulated by this, several boards tried to do more for their roads, and expenditure rose slightly. But there is much leeway to make up.

117. A welcome improvement was witnessed in the water-supply administration of the 12 towns with water-supply systems. Boards in these places have shown more vigour in collecting water rates, and a beginning has been made of an attempt to cut down wasteful expenditure. There yet remains much wastage of water by the public, particularly in Benares; and much of the plant is worn out.

Lighting.

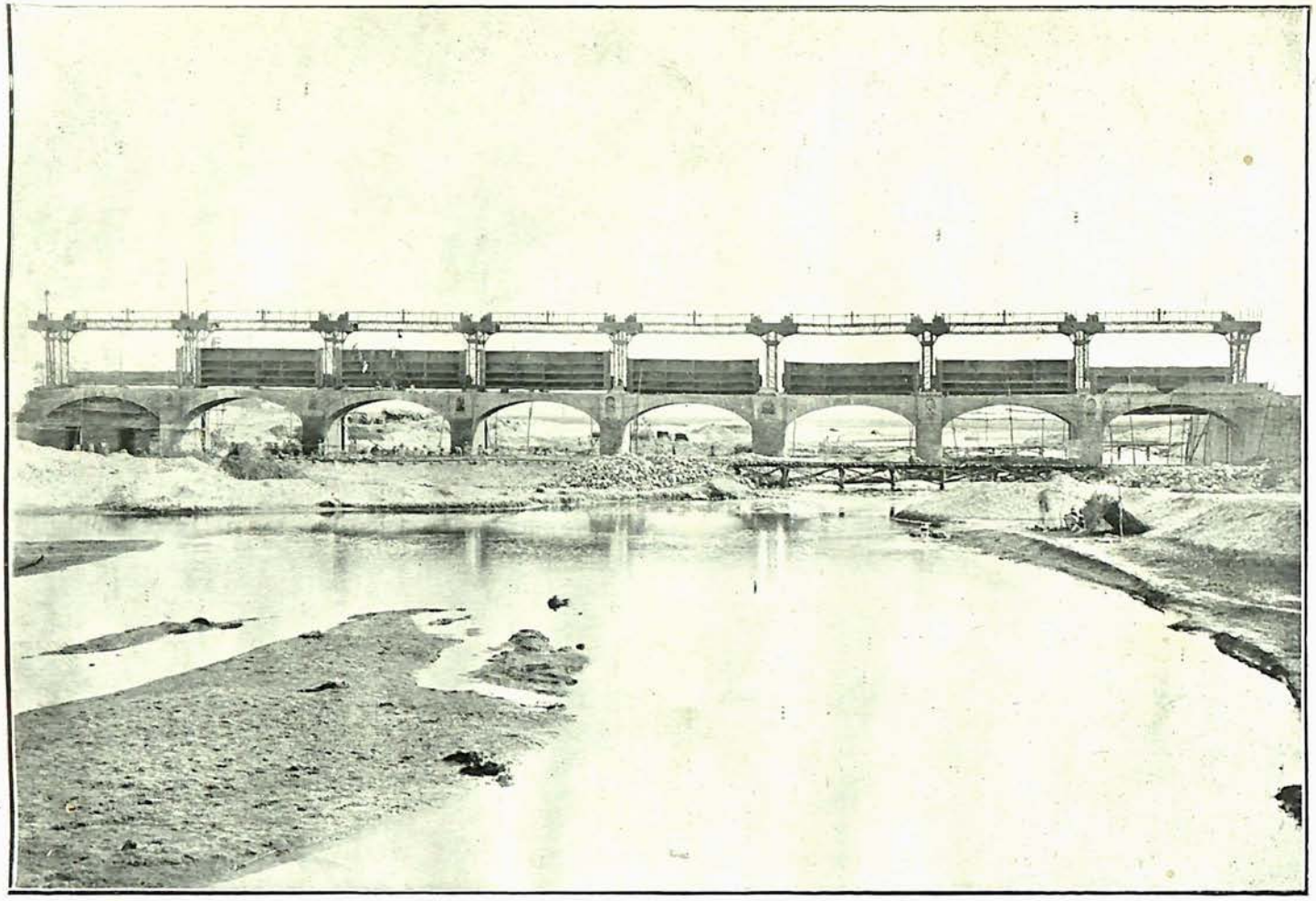
118. Except in Agra, little progress has been made with electrical schemes, owing to financial obstacles. There is general anxiety on the part of leading towns to obtain an electrical supply; the enlistment of private enterprise seems the most hopeful policy.

Education

119. Expenditure on education continues to rise steadily, and totalled Rs. 10.17 lakhs during 1923-24, in addition to which over half a lakh was spent by boards on school buildings. As has been mentioned in Chapter VII in connection with "Education" generally, 12 boards had introduced compulsory primary education by the end of the year.

General.

120. It cannot be said that the first year of administration by the new boards elected in 1923 has resulted in any striking changes in municipal administration, in spite of the accession of a large number of new and younger members to the boards. The old boards left a legacy of financial problems to the new boards which effectively prevented the latter from launching out upon new schemes of development without introducing at the same time new taxation. The new boards have preferred to carry on the existing policy rather than to finance new developments. Nevertheless, the result of the year's working shows a distinct improvement in the financial position of the boards, due largely to automatic increases in the yield of indirect taxes. The interest of members in the boards proceedings increased considerably, as is witnessed by improved statistics of attendance, and by a fall in the number of abortive meetings. An increase in the number of adjourned meetings is, perhaps, less satisfactory, as adjournments were often connected with lengthy discussions on communal and personal questions.



Sarda Kichha Feeder Canal:—The barrage on the Deoha river, May, 1924.
The barrage when completed will consist of 11 spans of 40 feet each.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

20. Agricultural produce.

(See Season and Crop Report for the year ending 30th June, 1924.)

121. The course of the rainfall of the year has already been briefly described in section 10 of this report, as also its general effects upon the crops. Broadly speaking, the weather of the year was, as in the preceding year, more favourable to spring crops than to the autumn crops. The autumn crops were damaged by lack of rain in the early part of the monsoon and then by excess of rain at the close of the monsoon. In particular, the monsoon closed with heavy floods in a large portion of the Rohilkhand and Lucknow divisions. This late heavy rain also affected adversely to a slight extent the area sown with spring crops. During the winter light rain was general early in December, then in January and again in February, the total effect upon the *rabi* harvest being invaluable. **Character of the season.**

122. The area under cultivation rose slightly from 35,010,977 acres to 35,045,188 acres. and stood practically at figure arrived at as the normal area of cultivation. The area under autumn crops fell by 4 per cent., but the area under spring crops rose in the Province of Agra by 3.7 per cent. In Oudh the effect of the late heavy rain was to keep the area under spring crops practically at the normal figure. For the second year in succession Bundelkhand profited by late heavy rain and the area under spring crops exceeded the normal in that division by 7 per cent. **Cultivated area.**

Of the autumn crops, the area under sugarcane increased for the second year in succession, and reached the very high percentage of 129 per cent. of the normal. The area under cotton, on the other hand, was again seriously affected by the uneven incidence of the monsoon, and was only 56 per cent. of the normal area. Indigo is disappearing fast from the face of the province, and only covered 11 per cent. of what used to be its normal expected area.

Of spring crops, the area under wheat again increased to 4 per cent. above the normal. The areas under gram and barley showed some slight decrease from the preceding year, although they were still high. It is clear that advantage was

largely taken of conditions favourable for the germination of wheat to sow wheat instead of barley and gram. The area under rapeseed showed a remarkable increase, and the area under linseed also improved.

Yield of crops.

123. With the possible exception of early rice, there was no autumn crop of importance whose yield at harvest could not be described as at least fairly satisfactory. Most notable was the yield of sugarcane, which gave an outturn of 95 per cent. of the full outturn that might be expected under normal conditions. During the last two years the production of sugar has been very plentiful and has enabled many cultivators to withstand the adverse effects of a rapid fall in general prices for agricultural produce. The area under sugarcane in these provinces is greater than that of all other provinces taken together, and production of sugarcane is a leading provincial industry.

Taken as a whole, the outturn of spring crops was higher than for at least 10 years past, and yields were especially satisfactory in the cases of wheat, gram and barley.

Prices.

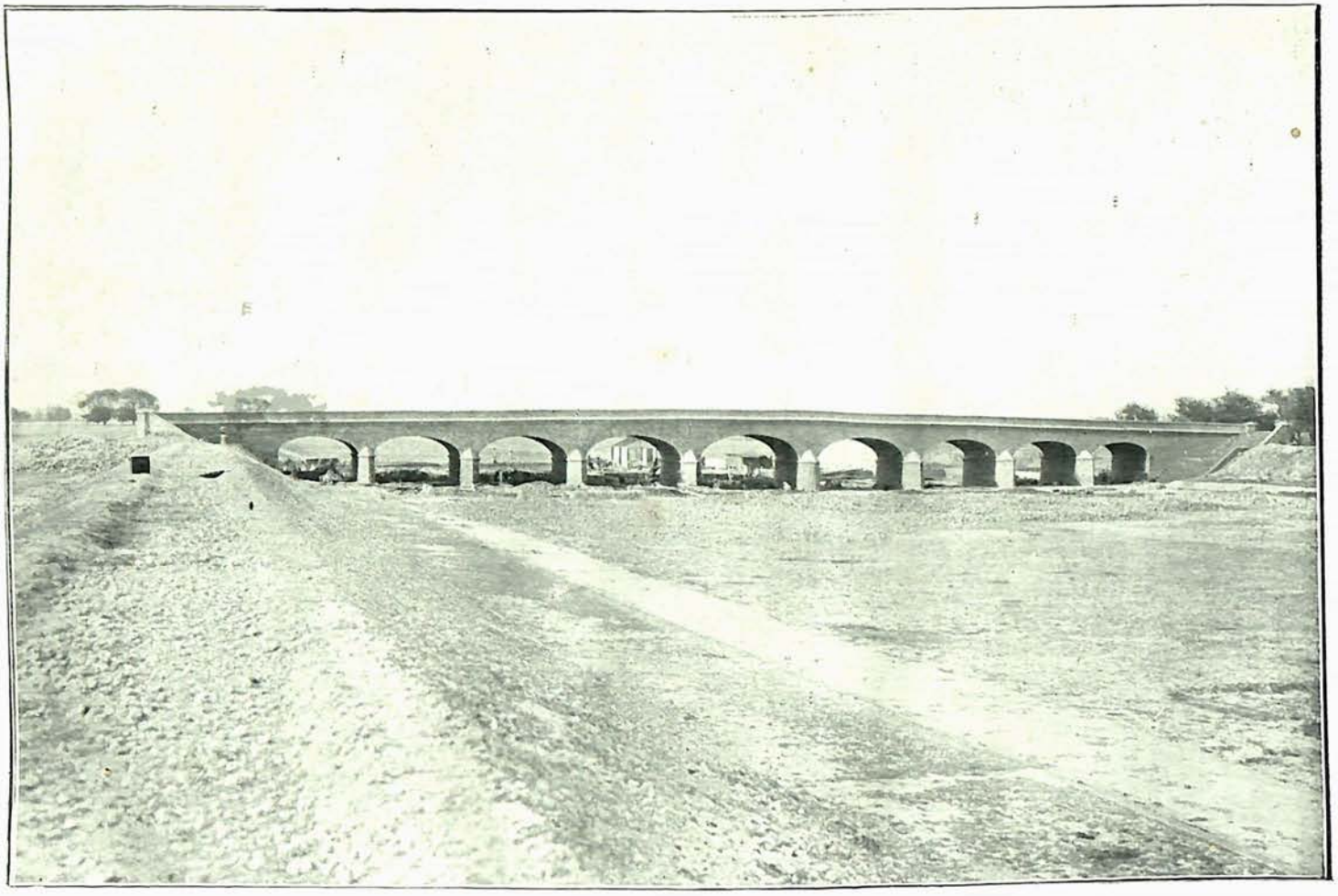
124. The prices obtainable for agricultural produce continued to be well below the general level which obtained during and after the Great War, though they are still far above the pre-War normal level. A good price was obtainable as usual for sugarcane, but the price of wheat fell on the average from 7½ to 8½ seers to the rupee during the year. Barley, which had come down much in price during the last two years, became again slightly dearer and rose from 14 seers to 12½ seers. Similarly, gram rose from 14½ seers to 13 seers. There is little doubt that these rises in price are largely due to the contraction of the area under these crops in order to make room for wheat.

21. Irrigation.

(See report of the Irrigation branch of the Public Works department for the year ending 31st March, 1924, and also Season and Crop Report for the year ending 30th June, 1924.)

Existing resources of irrigation.

125. A vast amount of irrigation takes place direct from natural sources—rivers, streams, *jhils*, ponds, etc. The artificial resources of the provinces available during the year consisted of 742,421 masonry wells, 636,765 non-masonry wells, 2,552 reservoirs and 16,101 miles of canal channels in operation. The number of masonry wells increased by 7,494



Excavation and bridge construction on the Sarda Canal, May, 1924.
Bridges of this type are being constructed on the main branches of the canal.

wells, the increase being most noticeable in the Gorakhpur division. Canal mileage decreased by 7 miles, but this represents merely the abandonment of certain escapes on the Ganges Canal.

126. Abundance of rain both during the monsoon and at intervals during the winter considerably reduced the demands for water from other sources, especially from canals. The total irrigated area fell by 19 per cent. from the preceding year's total, and the irrigated area was only 22.7 per cent. of the cultivated area of the provinces. Of the irrigated area itself, 54 per cent. was watered from wells, 25 per cent. from the natural sources mentioned above, and 21 per cent. from canals. **Total irrigation of the year.**

127. An area of 1,990,104 acres was irrigated from canals and irrigation tanks under the control of Irrigation department, being a fall from last year of 673,474 acres. The whole of this fall took place in the area watered during the winter, and there was actually an increase in the irrigated area of *kharif* crops. The area under sugarcane which was irrigated came to 369,012 acres—the second largest figure ever recorded in these provinces. **Area irrigated from Public Works.**

128. The total value of crops irrigated from canals was estimated to be Rs. 1,348 lakhs, compared with Rs. 1,676 lakhs in the preceding year. The decrease was mainly due to the considerable drop in the irrigated *rabi* area. **Value of irrigated crops.**

129. Gross revenue from irrigation rose from Rs. 136.88 lakhs to Rs. 151.78 lakhs, and working expenses fell from Rs. 50.15 lakhs to Rs. 49.34 lakhs. The final net revenue increased from Rs. 78.50 lakhs to Rs. 94.07 lakhs. Revision of the irrigation rates, the increase in the area under sugarcane, which pays a high irrigation rate, and the retrenchments effected during the year account for the substantial increase in net revenue. **Financial results.**

However, it is to be noted that the substantial fall in the irrigated area which took place in the second half of the financial year entails a substantial fall in revenue from canal rates. This decrease of revenue affects the figures of demand and collections during the current year (1924-25), and not the figures of the year under review.

130. The open canals of the province are divided into productive works, which include all the main canals, and unproductive works, which include chiefly the canal systems and tanks of the precarious area of Bundelkhand. The net revenue on productive works gave a return of 4.07 per cent. on the total capital outlay. In regard to unproductive works, working expenses exceeded gross receipts by Rs. 1.66 lakhs, **Return to capital outlay.**

giving a percentage of loss on the total capital outlay of 4.07 per cent. The loss is, of course, insignificant compared with the material value of irrigation works in the Bundelkhand area, and compared with the net revenue earned by productive works.

New capital outlay.

131. The capital outlay rose from Rs. 63.63 lakhs in the previous year to Rs. 111.73 lakhs during 1923-24. Work on the Sarda Kichha Feeder Canal and on the Sarda Oudh Canal accounts for all the increase, and for over Rs. 100 lakhs of the total capital outlay. Great progress was made on these two canals, though work on the headworks at Banbassa was impeded by difficulties encountered in dealing with water in the foundations. The river springs proved very strong and the employment of very powerful pumping plant has been found necessary. On the Sarda Kichha Feeder Canal outlay was heaviest on the headworks at Banbassa, on the construction of the Deoha barrage, and on the construction of new distributaries. The Deoha barrage, consisting of 11 spans of 40 feet each with gates 12 feet high, was nearly completed; and it is expected that the limited quantity of water available in the Deoha river may be supplied to certain selected channels during the *kharif* season of 1925.

On the Sarda Oudh Canal outlay was heaviest on the main canal and on the Hardoi branch. The main canal runs for over 27½ miles through dense forest, and the Kheri branch similarly runs through dense forest for the first 51 miles. The area necessary for these canals was cleared during the year and a large amount of earthwork was done. The foundation work of the Jagbura syphon—probably the largest work of its kind ever undertaken—was completed, and a portion of the reinforced concrete pipes was laid. When completed, this work will consist of 28 pipes, each with an internal diameter of 6½ feet, capable of carrying 10,000 cubic feet of water per second under and so across the Jagbura river. Much earthwork was also done on other branches.

Other capital outlay took place chiefly on canals and tanks in Bundelkhand. Very satisfactory progress was made on the Jaiwanti and Rampur Kaliangarh tanks in the Ken Canal division.

Proposed constructions.

132. These include a third reservoir on the Betwa river to supplement the Betwa Canal supply, and the raising of existing *bunds* of Belasagar tank in the Dhasan Canal division. This latter scheme would increase the capacity of

Sugarcane crop (Co. 213), Gorakhpur Experimental Farm.

From the report of the Director of Agriculture for 1923-24.

the tank to 630 million cubic feet, and involves the construction of 37½ miles of channels, designed to irrigate 3,000 acres. This work is actually in progress.

133. The pressure of retrenchment resulted in several important amalgamations during the year. The Anupshahr and Bhognipur divisions were abolished, and the Upper and Lower Northern divisions of the Ganges Canal were re-amalgamated. The number of sub-divisions in the Lower Northern and Mat Branch divisions was reduced by one each. The offices of the Superintending Engineers at Meerut, Etawah, Agra and Jhansi were transferred, after considerable reduction of staff, to Allahabad, with a view to amalgamation with the office of the Chief Engineer in accordance with the recommendations of the Public Works Re-organization Committee. The total savings thus effected amount to over Rs. 2½ lakhs. **Administration.**

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22. Agricultural development.

(*See the report of the Agriculture department for the year ending* 30*th June*, 1924, *and the report of the Civil Veterinary department for the year ending* 31*st March*, 1924.)

134. The work done in promoting agriculture in all its branches during the year may be summed up as :— **Extent of operations.**

(1) Extension of facilities for irrigation from underground sources of water.

(2) The promotion of better yield of field produce by the working of research, experimental and demonstration farms and plots, by dissemination of improved seed amongst zamindars and cultivators, and by assistance and guidance given to zamindars and cultivators in other forms.

(3) The prevention and cure of diseases affecting crops.

(4) Education in agricultural knowledge.

(5) Improvement of the race of cattle and horses.

(6) The prevention and cure of cattle and horse diseases.

135. Much improved progress during the year was made possible by the completion of the central workshops for construction and repair of engines and parts and by easier prices of materials. 48 tube wells were successfully completed as against 16 in the previous year, and projects were being prepared for 80 tube wells when the year closed. The Agricultural **(1) Irrigation: Tube wells.**

Engineer has now constructed 141 tube wells, irrigating, at a modest estimate, 20,000 acres. It is hoped that, with the equipment now in hand, it will be possible eventually to construct annually 50 wells irrigating about 9,000 acres. The success of these wells is illustrated by the growing demand for them and by the fillip given to private enterprises of the same kind. Gorakhpur municipality reports the case of a well on a sewage farm which provides 25,000 gallons of water per hour; and from the same district a proposal has been received from one estate for no less than ten wells costing over Re. 1 lakh.

The cost of these wells is at present about Rs. 12,000 to Rs. 14,000 each, so they are not within the reach of smaller zamindars. Experiments are being made in the construction of smaller tube wells which might be constructed at a cost of, roughly, Rs. 3,000 each.

Boring of ordinary wells.

The limited staff of 42 expert borers succeeded in boring 608 wells in 30 districts; 471, or 77 per cent., of these borings were successful.

(2) Improvement of field produce: Instructional farms.

136. The chief instructional farm is that attached to the Agricultural College at Cawnpore. It covers 380 acres and is used for instruction by the staff and students of the college. From its nature it is not a farm which can be expected to be a profitable commercial undertaking.

Research farms.

137. These were the cotton research farm at Raya in Muttra district and the botanical farm at Cawnpore. The latter is closely connected with entomological and pathological work for the prevention and cure of diseases affecting crops. The cotton research farm was the field of an important extension of a satisfactory type of the indigenous (Bengal) cotton produced by Dr. Parr, Deputy Director of Agriculture, and known as Aligarh 19. 2,065 acres of this cotton were put under cultivation in 1924, and large extensions are contemplated, as this cotton has been warmly approved by spinners after spinning tests. In addition, this farm showed an increase of profit from Rs. 627 to Rs. 6,349 on the year's working.

Experimental farms.

138. These were situated at Aligarh, Cawnpore, Partabgarh, Gorakhpur and Shahjahanpur. The object of these farms is to achieve the production of seed suitable to the soil of the provinces of the best type possible, and profit is a secondary object. In the case of the large sugarcane farms in Gorakhpur and Shahjahanpur there was, however, substantial improvement in financial working. A loss on the Gorakhpur farm was converted into a profit, and the profit on the Shajahanpur farm increased. Both the experimental and the

Pusa wheat at Kalai Farm (Aligarh district).

From the report of the Director of Agriculture for 1923-24.

demonstration work of this farm are of great importance in view of the large sugarcane area in Rohilkhand, of which much that is at present unirrigated will shortly become irrigable when the Sarda Canal is completed.

139. These numbered 15. Seven small areas corresponding to cultivated plots were also utilized for demonstration purposes. Two farms which from their nature could not be expected to become profitable were closed. As demonstrations of successful working on improved lines with improved produce, these farms are expected to show a profit on working, and eight of them showed more or less profit on the year's transactions. Though further improvement is required, it is noteworthy that a deficit of Rs. 13,000 on the working of all the farms in the preceding year was converted into a profit of Rs. 13,000 in the year under report. Improvement was specially noticeable on the Kalai seed farm in Aligarh and on the Nawabganj farm in Bareilly. **Demonstration farms.**

Demonstrations were given of the efficacy of a light plough introduced from Mysore in removing and eradicating *baisurai*, a weed which infests one million acres of cultivation in the provinces at present.

In all 2½ lakhs of acres were used in the demonstration of improved crops; and the best proof of the value of these activities lies in the fact that the number of private farms is now 405, showing that farming is, undoubtedly, a profitable business.

140. Ninety seed stores were in existence over the provinces and over 56,000 maunds of improved seeds were distributed therefrom. Generally speaking, the receipt of one maund of seed at sowing time has to be repaid with 1¼ maunds of seed at harvest; or a cash price may be paid. Considering that prices at harvest are commonly lower than at sowing time, it is clear that these operations do not partake of the nature of buying and selling grain for profit. **Seed distribution.**

The kinds of seed most in demand were wheat, sugarcane, gram and cotton, that is, seed of the crops on whose improvement the Agriculture department has spent most thought, attention and money.

141. A leading feature of the year was the Entomologist's investigations into the life-history of the pink boll-worm, a pest which does enormous damage to the cotton crop of the province. To cope with this evil is an exceedingly difficult matter, and it is being closely studied with a view to seeing whether the destruction of the boll-worm is economically a sound proposition. **(3) Prevention and cure of diseases of crops.**

The first Economic Botanist is engaged in the study of the improvement of rice. The Plant Pathologist is engaged in the study of fungus diseases of the potato, and of methods of preventing the enormous loss which occurs in the storage of this valuable crop. It is estimated that at present some 80 per cent. of the crop perishes during storage, thereby affecting the economic wealth of some districts—for instance, Farrukhabad—vitally.

The Agricultural Chemist is engaged on research on the relative values of different forms of manure.

(4) Education in agricultural knowledge.

142. The institutions giving education in modern technical processes of agriculture were the college at Cawnpore and the agricultural school at Bulandshahr. The number of students at Cawnpore decreased slightly to 117. The fall was due to the fact that no appointments were made to the Agricultural Service during the year; but ample compensation lies in the fact that most of the new students joined the college not necessarily with a view to Government service but with a view to agricultural training as such.

The number of students in the Bulandshahr school was 43. The school is now adequately equipped, and progress was satisfactory.

The need for primary education in agriculture is being more and more recognized, and finds expression in the deputation of 10 district board teachers of primary schools to the Bulandshahr school for instruction. Several district boards are taking up the question of education in agriculture in primary schools.

(5) Improvement of agricultural live stock: Cattle.

143. Want of funds has restricted greatly the scope of the original project of cattle-breeding contemplated in 1920, although the protection and improvement of cattle are matters of vital concern to these provinces. Two cattle-breeding farms were maintained in Muttra and Kheri districts respectively.

The farm in Muttra consisted at first of 613 acres of jungle, of which 500 acres are now under cultivation and fodder crops. A herd of 283 head of cattle is maintained, the principal stock consisting of Hissar bulls. 72 bulls were on loan without charge, and 78 requests had to be refused because stock could not be spared. The figures indicate the strength of the demand for improved stock, when it is remembered that those who borrow stud animals have to pay the costs of carriage and maintenance. On this farm the experiment was made of sowing sunflower, which produces a heavy green fodder crop very useful for the cold season.

Class rooms, laboratories and workshop, Bulandshahr Agricultural School.

From the report of the Director of Agriculture for 1923-24.

On the Manjhra farm in Kheri district (556 acres) there were 229 head of cattle, consisting principally of Kherigarh bulls, which are in great demand, and of Murrah buffaloes. The latter constitute a fine milk-producing strain which has been found to thrive well in Kheri district, though not indigenous there; and they are being extensively selected for breeding with local buffaloes of the eastern districts, which are greatly lacking in milk-producing cattle.

Sheep. For want of funds sheep-breeding operations were discontinued from 1923 and the flock was sold.

Poultry. In the western districts of Aligarh and Etah the improvement of poultry continues to make strides under private enterprise, and this improvement is spreading to neighbouring districts. The Civil Veterinary department maintains a small demonstration poultry run at Badshahbagh research station, where good work is being done in research into diseases among fowls.

Horse-breeding. In the districts of Muzaffarnagar, Meerut, Bulandshahr and Aligarh horse-breeding of the best possible types of horses is promoted under the direction of the Army Remount department. In the remaining districts of the provinces the Civil Veterinary department and the district boards undertake the improvement of indigenous types for purposes of general utility; and to this end 53 stallions and 10 donkeys were at stud throughout the provinces during the year. In several districts improvement in local stock is now noticeable as a result of stud operations.

(6) Prevention and cure of diseases affecting live-stock. 144. Among cattle there was a decrease in reported deaths from 14,254 to 8,760. These figures are not accurate, but they indicate an improved state of affairs. Deaths were much fewer from rinderpest, foot and mouth disease and septicaemia; and also from black quarter and anthrax.

Among horses there was practically no epidemic disease. Two deaths from glanders and farcy and ten from surra were reported.

Among sheep and goats there was a severe epidemic of pneumonia in Almora, resulting in 1,500 deaths.

Inoculations. 145. The efforts made to cope with the very infectious complaints of rinderpest and septicaemia are indicated by the fact that 31,065 cattle were inoculated in 270 outbreaks of rinderpest, while 9,657 cattle were inoculated in 96 outbreaks of septicaemia. Only 45 inoculated cattle died of rinderpest. Other inoculations were made for black quarter and anthrax, and serum costing over Rs. 20,000 was used in these operations.

In addition to these inoculations, 24,269 other cattle were treated for other diseases at the time of coping with outbreaks. At veterinary dispensaries 162,864 out-patients and 7,138 in-patients were treated.

The number of dispensaries rose to 126, with the opening of five new dispensaries in various parts of the province. The district board of Fatehpur, however, closed two dispensaries.

Veterinary education.

146. Those desirous of obtaining higher veterinary education have still to go to the Punjab or to Bengal to get it. A few students from these provinces obtained degrees. The United Provinces Veterinary Medical Society distributed a large number of vernacular pamphlets dealing with animal diseases.

Strength and cost of the Agriculture department.

147. Under the Director of Agriculture there were five circles of Deputy Directors, and a sixth Deputy Director was in charge of cattle-breeding operations. In regard to research, the staff consisted of the Entomologist, the two Economic Botanists, the Agricultural Chemist and the Plant Pathologist, with their assistants and staff. The engineering section consisted of the two Agricultural Engineers with their assistants. Education was under the charge of the Professor of Agriculture at Cawnpore and the Principal of the school at Bulandshahr with their staffs. The total cost of the department and its operations fell from Rs. 22.16 lakhs to Rs. 18.06.

Strength and cost of Veterinary establishment.

148. The veterinary establishment consists of 16 veterinary inspectors and 194 veterinary assistant surgeons. Of these, a small force is kept available for dealing with serious outbreaks anywhere. Considering the vital importance of cattle in the general life of these provinces, the staff has more work before it than it can hope to accomplish.

The cost of the establishment fell from Rs. 3.63 lakhs to Rs. 3.43 lakhs.

Co-operation with the public.

149. The necessity of co-operation between officers, zamindars and cultivators in agricultural development has been fully recognized. A provincial Board of Agriculture supervises all agricultural developments and makes grants for fostering enterprises when possible. Grants were made for the establishment of milk supply industries during the year, and a milk supply business in Agra is flourishing on a small scale. Sixteen District Advisory Committees have been formed, which have given valuable advice as to the working and improvement of Government farms. Twelve of the new district boards have constituted Agricultural Committees, and it is hoped that these district boards will be able to take up the question of cattle-breeding extensively.

A batch of young Hissar bulls of the type bred at the Madhurikund Farm, Muttra district, and distributed to districts for stud purposes.

From the report of the Director of Agriculture for 1923-24.

The Provincial Cattle Committee considers possible steps for the improvement of the cattle situation in the provinces as a whole, and a Cotton Committee considers the provincial position in regard to cotton from time to time.

23. Horticulture.

(See the report on Government Gardens for the year ending 31st March, 1924.)

Nature and extent of the public gardens.

150. The public gardens of the province include those at Agra (595 acres), Lucknow (520 acres), Allahabad (403 acres), Saharanpur (163 acres), Chaubattia (142 acres) and Kumaun (76 acres). These gardens are under the whole-time charge of a Deputy Director of Agriculture. In addition, public gardens are maintained in six districts by district officers.

The distinction drawn between ornamental and commercial gardens of the provinces is not a clear one, because many gardens partake of both characters, and even gardens classed as ornamental are used for important experimental work. Moreover, the Central Government is now contributing, or will be contributing shortly, the cost of upkeep of those gardens which have archaeological associations, and these include some of the most famous gardens of the provinces, such as the Taj gardens at Agra, and the Fort, Etmad-ud-daula, Sikandra and other gardens in or near Agra, the Residency garden at Lucknow, and the Khusru Bagh at Allahabad.

In the interest of economy, the Sitoli Orchard at Almora and the Douglas Dale estate at Jeolikote have been abandoned by the department. Government has also ceased to operate the jam factory attached to the Chaubattia Orchard.

Work of the year.

151. The task of maintenance and production was rendered difficult by weather conditions. The outturn of fruit at Chaubattia was very seriously affected by a devastating hailstorm in April and by dearth of rain up to the month of August. The Lucknow gardens, on the other hand, suffered immense damage from the record flood of October, 1923, which washed away or killed many species. Interest in the Chaubattia Orchard centred in the discovery of a specimen of the paradise apple tree, a variety which is said to be immune to the American blight, a dangerous enemy of apple orchards. The spread of this variety would greatly improve the orchard conditions of Kumaun. In Saharanpur, which is almost entirely a commercial garden now, much progress was made in the reclamation of undeveloped land, more than 15 acres of

134145

which were planted up with 1,749 hardy fruit trees. A tube well is being installed for irrigation of land above the canal irrigation level. The outturn of seed at Saharanpur was 1,791 lbs., of which 1,476 lbs. were of vegetable seed.

Financial results.

152. As a result of drastic economy and better working expenditure decreased from Rs. 2.72 lakhs to Rs. 2.44 lakhs. The revenue also fell from Rs. 1.45 lakhs to Rs. 1.17 lakhs on account of adverse weather and curtailments of activity. The net result is a loss of only Rs. 1.27 lakhs on the year's working, which is a great improvement on the position in the past six years.

The success of horticultural development cannot naturally be estimated by financial results merely. Apart from experimental work—such as cross-breeding of hardy imported vegetables with hardy indigenous vegetables of the same type—there is always the example of demonstration of better methods; and there is the ministration to the universal love of beauty and to the development of an aesthetic sense for which no modern Government fails to provide.

24. Forests.

(See the report on Forest Administration for the year ending 31st March, 1924.)

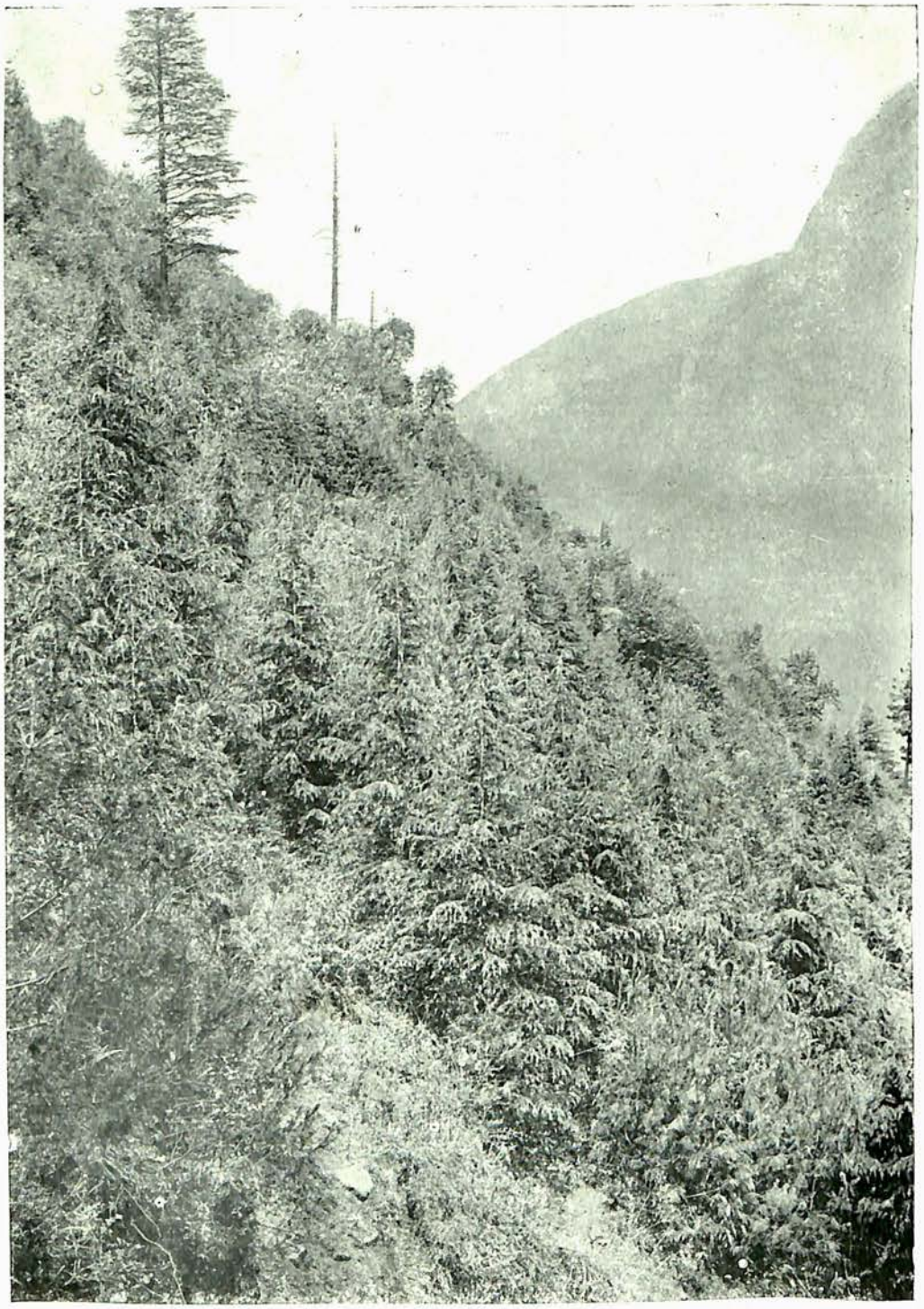
Changes in forest area: Disforestation in Kumaun.

153. The only notable change in forest area is due to the carrying out of the recommendations of the Kumaun Forest Grievances Committee, which led to a further disforesting of 15 square miles during the year. In pursuance of the recommendations the Kumaun forests have been divided into two classes. In class I, comprising 1,917 square miles, the forests are not of immediate commercial importance. In this area forest control will be little more than nominal. In class II forests, which are commercially valuable, forest control will remain, subject to the exercise of established rights and customs. The total area of forests in this class comes to 1,169 square miles.

Misgivings appear to be felt not only by Forest Officers but by the more thoughtful residents of Kumaun as to the ultimate results of disforestation. In places considerable damage has already been reported.

Production: (a) Silviculture.

154. It is obvious that production depends primarily on the proper growth and tending of forest and on careful exploitation at suitable stages in the life of a forest according to most carefully worked out plans, and on afforestation of denuded and fresh areas. Silviculture calls for intricate research



Afforestation in the hills, *deodar* plantation.

From Practical Forest Management, *by Messrs. Trevor and Smythies.*

work. At present the regeneration of *sál* is being carefully studied, and great care has to be taken over regeneration in areas recently exploited. Regeneration was good in 1923, both of *sál* and of *chir*. Experiments in artificial regeneration met with much success. The damage done by incendiary fires in Kumaun in 1921 to the natural reproduction of *chir* was so serious that artificial sowings had to be made extensively. The system of *Taungya* plantation, which was carried out with much success in the Gorakhpur division and to some extent in Gonda and Bahraich, is to the advantage of both the forest and the cultivator.

In the Afforestation division, which is responsible for afforesting large and small isolated areas in various parts of the provinces, considerable progress was made. 2,128 acres were newly planted, and existing plantations did well. *Babul*, *sissu* and grass are the main products. The total afforestation area is over 10,000 acres, and consists chiefly of ravine patches in the Etawah and Agra districts. The cost of afforestation was reduced from Rs. 76 to Rs. 59 per acre.

The introduction of lac is being tried in the Afforestation division. It is too early yet to prophesy success or failure, but the yield of the Jhansi forests was not encouraging during the year.

155. On the Working Plans Circle depends very largely the financial success of the territorial circles. Working plans were prepared for the Gonda, Pilibhit, Lansdowne and Banda forests during the year; and since the close of the year working plans have been prepared for the Afforestation and Ramnagar divisions. The revision of other working plans is going on. **(b) Working plans.**

156. The total produce removed from the forest consisted of timber worth Rs. 51.43 lakhs, fuel worth Rs. 14.85 lakhs, bamboos worth Rs. 2.14 lakhs, and minor produce worth Rs. 13.28 lakhs. The total value of material thus removed was Rs. 81.70 lakhs. Of this, materials worth Rs. 8.42 lakhs were extracted by the Forest department and the remainder was extracted by the purchasers themselves. The timber market was dull during the year, and only the steady requirements of sleepers for railways gave stability to the timber industry. **(c) Produce: Raw material.**

157. This circle was in charge of the Sawmill and Turnery, the Rosin and Turpentine Factory, and the Timber Supply division. Of these branches of production, the Sawmill and Turnery and the Rosin Factory have been made over to the Indian Bobbin Company and the Indian Turpentine and Rosin Company, and it is hoped that these companies will be **Partially or wholly finished products: The Utilization Circle.**

able to make considerable progress in the development of these industries.

The Timber Supply division, by making arrangements for sale and distribution to the best advantage, benefits chiefly the territorial divisions.

Grazing.

158. Sixty-nine per cent. of the total forest area was open to grazing during the year, and no less than 1,111,094 animals, principally cows and bullocks, were admitted to forests for grazing purposes during the year.

Communications: Roads and bridges.

159. The total expenditure on roads and bridges was only Rs. 1.96 lakhs, of which only Rs. 58,528 were for new construction. There can be no doubt that financially successful exploitation of forest is held up by lack of funds for development of communications.

Tramways and wet slides.

160. There was, however, considerable and at the same time most economical expansion of forest tramways.

The tramway constructed up the Sarda gorge was 8 miles long and cost under Rs. 55,000. It yielded a direct return to Government of Rs. 44,000 in dues during the year, and it made possible the removal of produce bringing a revenue of Rs. 3.43 lakhs.

The tramway in the Motichur valley in Dehra Dun district cost Rs. 43,000, and has in two years yielded over Rs. 20,000 in direct revenue. For the development of northern Gorakhpur a scheme to cost Rs. 4 lakhs has been sanctioned; but the expansion of the Bengal and North-Western Railway will shorten this tramway by 12½ miles. Valuable results are expected when this area is tapped.

A tramway has also been sanctioned from Lalkua to Chorgalia in the Haldwani division. The tramway will be 14 miles long and will cost nearly Rs. 1.75 lakhs, of which Rs. 1.30 lakhs have already been voted.

One wet slide in the Chakrata division, which cost Rs. 10,087 to make, has brought in Rs. 10,000 of direct revenue in two years, and another which cost Rs. 5,702 has brought in Rs. 3,000 of direct revenue in one year.

Protection: From fire.

161. The damage done by forest fires amounted to 75 square miles burnt as against 137 square miles burnt last year, and the cost of protection fell from Rs. 32 to Rs. 20 per square mile. The existence of a telephone system in North Kheri led to almost complete protection in that area.

From injury due to natural causes.

162. Defoliating insects caused damage in Dehra Dun and Chakrata forests, and a fungus damaged *chir* trees in the Haldwani division. Elephants, deer, pig and porcupines

Mature *Bhabar sal* forest of good quality.

From Practical Forest Management, *by Messrs. Trevor and Smythies.*

were, as usual, very destructive; and the floods caused some damage in Kheri and Bahraich. The usual operations were carried out against climbing plants, and they were cut down over 39,525 acres.

From depredations.

163. There was a decrease in forest crimes for the forests as a whole, though there was some increase in illicit lopping in the old reserves in Kumaun. 3,576 cases were compounded and 276 were taken to Court.

Financial results.

164. With a bad timber market and abundance of fodder in the districts and curtailed activity of the Utilization Circle, revenue fell from Rs. 83.72 lakhs to Rs. 73.69 lakhs. This decrease, however, was more than counterbalanced by a fall in expenditure from Rs. 69.82 lakhs to Rs. 42.96 lakhs. The surplus on forest administration is thus over Rs. 30 lakhs, which is Rs. 8 lakhs above the preceding year's figures and more than Rs. 14 lakhs above the average of the previous five years. The saving in expenditure is due, chiefly, to curtailment of the Utilization Circle. The value of forest administration, however, cannot be estimated merely by its direct financial results, substantial though these are. The forests are an essential source of supply of building and railway material, and of fuel and fodder. In a province which is lamentably short of grazing resources the forests are also an indispensable feeding ground for a vast number of cattle and a vital reserve of fodder supply in the event of famine.

25. Mines and quarries.

Mines.

165. The mines of the provinces are practically negligible. Traces of gold were again found in the Sona river in Garhwal, but only 5 tolas were recovered, at a cost of Rs. 100 in labour. Half a ton of iron was smelted in Jhansi.

Quarries.

166. There was again increased demand for and increased production of stone. Mirzapur, Agra and Jhansi were, as usual, the chief centres of this industry. The commonest variety is the red granite of the Vindhyan range, to be found in Bundelkhand and Mirzapur. Next in importance is the grey granite of the Suwaliks. Small quantities of slate were quarried in the hill districts. The demand for stone for building purposes continues to grow, but the difficulties of transport are insuperable. A wide extension of water transport is necessary, but hardly practicable.

The quality of *kankar* obtained in the province is inferior, and so is the quality of the lime made from it.

26. Industrial output.

(*See the report of the Industries department for the year ending 31st March*, 1924.)

General state of industry.

167. There was, generally speaking, some slight improvement from the stagnation of the two preceding years. The improvement was not common to all industries, and it was restricted by the sluggish state of markets, by difficulties in obtaining coal, and by the marked preference displayed by capitalists of the provinces for investing money in land rather than in industrial enterprises. The sugar industry prospered; and the artistic industries have been rescued from a parlous state of depression by participation in the Wembley Exhibition and by the opening of new markets overseas.

There was an increase in the total number of factories from 255 to 263.

Leading industries: Cotton manufacture.

168. The ginning, pressing, spinning and weaving of cotton make cotton the leading industry of the province outside agriculture. The ginning and pressing mills were somewhat affected by the shortage of raw cotton, and there are in existence more mills of this nature than are required to cope with the supply of raw material. Similar conditions affected the spinning and weaving mills of the provinces, and there was a falling off in the number of spindles and looms employed. The situation for manufacturers of cloth, both in mills and in cottages, was rendered difficult by a sharp rise in the price of cotton and yarn without any appreciable improvement in the demand and prices for cotton goods. The relatively small output and the relatively inferior quality of provincial cotton continue to hamper manufacture.

The effect of these adverse factors was felt equally by the mills and by professional cottage weavers, and output was reduced.

Engineering.

Next to cotton, engineering employs more labour than any other industry. The bulk of this labour is employed in railway, Government and Local Government enterprises, and the Empire Engineering Company at Cawnpore is the only large private firm in the provinces. There was an increase in the number of smaller foundries, but business was only moderate.

Sugar.

With good harvests and an apparently insatiable demand, sugar factories made good progress and increased in number. The improvement in production per acre is the basic cause of progress in this industry, and progress will be accentuated if there is development in the number of large compact areas under sugar.

Leather.

There was a slight recovery from the slump which began in 1920 as a result of over-production during the War. The trade in hides is hampered by the wide extent of defective flaying of hides, which depreciates their value enormously. The provincial tanning industry, moreover, is only partially developed so far. Any rise in the prosperity of leather manufacturers depends largely on improvement in these two basic industries.

Wool.

In addition to the Cawnpore Woollen Mills, which employ over 3,200 men, there was only one other power factory in the province. The year was a normal one, both for the mills and for the 2,000 fly-shuttle looms which represent the cottage wool industry, chiefly in Bijnor, Muzaffarnagar and in Bulandshahr districts.

Oils.

The vegetable oil crushing industry had a good year, and the value of oil and cake produced by the 69 mills and by *telis* (representing "cottage" industry) was over Rs. 212 lakhs. Even so, the industry cannot cope with more than 30 per cent. of the raw material produced in the province and is hampered by failure to introduce up-to-date crushing machinery and by wasteful uneconomic methods.

In regard to essential oils, the provinces continue to be backward both in production of raw material and in manufacture.

Other industries.

The silk industry made considerable progress, and new power and hand-loom factories were started. The small hardware factories at Agra, Cawnpore and Aligarh did good business, but largely in supplies to Government.

The wood-working industry centres chiefly in Bareilly, where the re-organized power factory is expected to capture much of the growing demand for tables and chairs by output of improved quality. The glass industry suffered severely from competition by cheap foreign goods. The artistic industries, particularly brass work and printed cotton, received a great impetus from the opportunity afforded by the British Empire Exhibition of entering new markets. The lac industry, which had been booming, suffered from a fall in the price of shellac.

The soap making industry had a good year. The carpet and durrie making industries suffered from the high price of raw materials.

27. Industrial development.

(See the report of the Industries department for the year ending 31st March, 1924.)

169. The activities of the Industries department continued on a wide scale, although the need for economy confined expenditure to essential objects only. The work done may be described under the heads of—

(1) Technical education.

(2) Collection and dissemination of industrial knowledge.

(3) Demonstration of industrial methods and products.

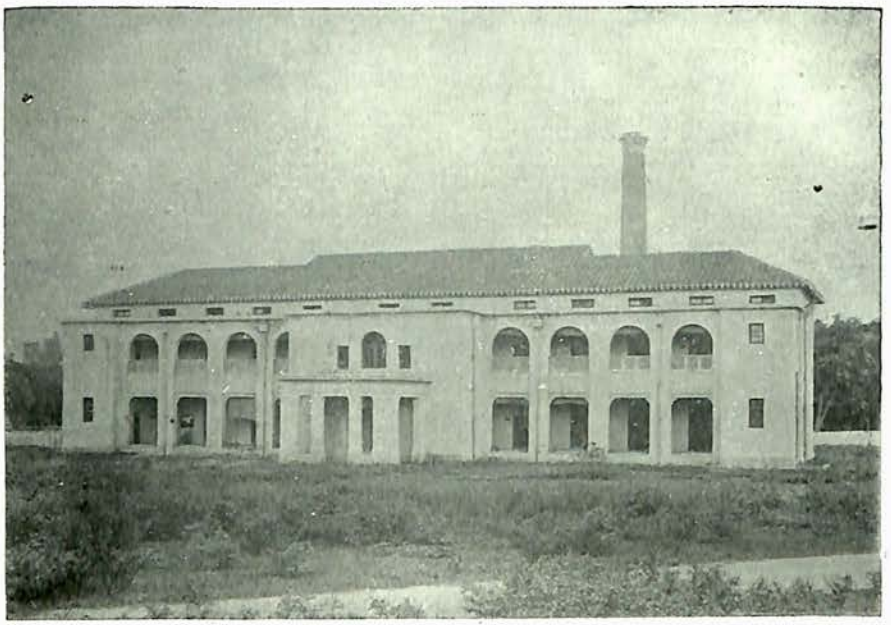
(4) Assistance by loans grants, and purchase on behalf of Government.

(5) Research.

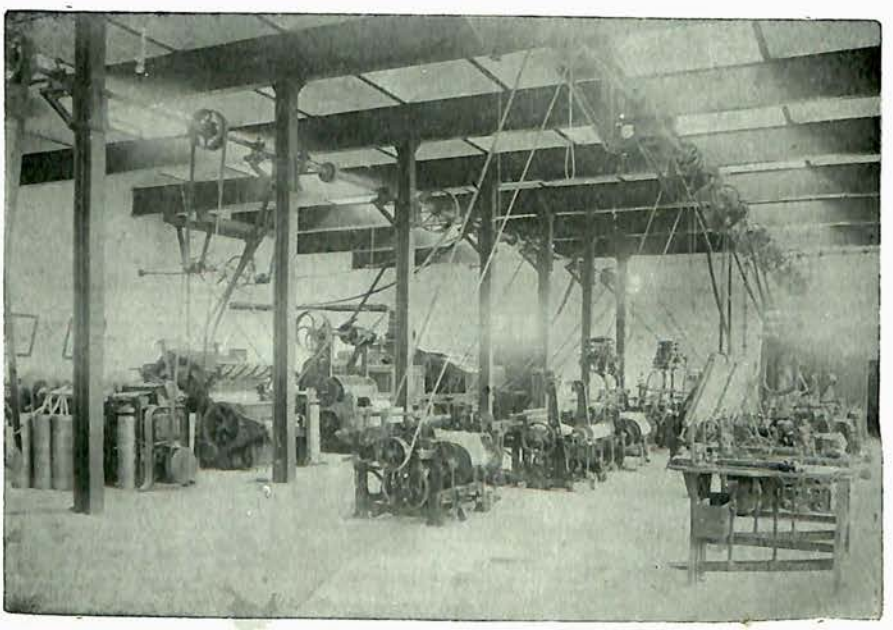
(6) Promotion of security and welfare of labour.

(1) Education.

170. Some idea of the wide range of interests which comes within the purview of the department may be gathered by considering the nature and number of technical institutions directly maintained by Government. They include, the Technological Institute at Cawnpore for advanced training in oil, leather and general applied chemistry with 23 students during the year; the Technical Schools at Lucknow, Gorakhpur and Jhansi with 350 day students and 155 more attending night classes, giving technical instruction in mechanics and workshop training; the Leather-working Schools at Cawnpore and Meerut with 81 students; the Central Weaving Institute of Benares with 100 students learning advanced work; the Wood-working Institute, Bareilly, and the Carpentry School, Allahabad, with 270 students learning various kinds of advanced joinery and wood work; the School of Arts and Crafts, Lucknow, with 116 day students and 25 more attending evening classes, learning processes connected with artistic industries; and the School of Dyeing and Printing at Cawnpore with 23 students receiving training in modern dyeing methods. All the schools prospered during the year, and a noteworthy feature was the increasing interest of the artisan class.



Building of the Textile School at Cawnpore, opened in 1924.



Textile machinery at the Textile School, Cawnpore.

From the report of the Director of Industries for 1923-24.

(2) Industrial surveys.

171. Industrial surveys which give detailed information as to the nature and extent of local industries in each district are now complete for the whole province. These surveys should have an important value for promoting trade. A number of publications relating to the production and possibilities of various valuable industrial substances was issued by the Principal of the Technological Institute.

(3) Demonstration of industrial methods and products.

172. Most of the well-established district exhibitions of the provinces were attended by demonstration parties with exhibits from the various technical schools of the province, and great interest in demonstrations was shown by local weavers, dyers and other industrialists. The great demonstration of the year was, however, the establishment of a United Provinces court in the India section of the Wembley Exhibition. Sixty-one merchants and manufacturers exhibited goods in this court, and the sales were the best in the Indian pavilion. Up to the end of August, 1924 the sales amounted to Rs. 7.80 lakhs and reached Rs. 10 lakhs before the close of the Exhibition, apart from unrecorded sales by merchants in their private stalls. The financial value of this demonstration is, of course, closely related to the amount of engagements entered upon by purchasers and by registration of orders or of names of manufacturers after inspection of samples; and the extent of business on these lines cannot be estimated.

(4) Financial assistance.

173. The Board of Industries sanctioned industrial grants in ten cases for the encouragement of small but potentially valuable businesses. Of recommendations for loans made to the Board of Loan Commissioners, five were recommended by the Board to Government. Provision could not be made within the year, but is being considered in the present year. The Stores Purchase department succeeded in promoting provincial industry by greatly increasing the extent of Government requirements obtained in India and from sources within the province. 80 per cent. of the total requirements purchased were of Indian manufacture, and 50 per cent. were purchased in the United Provinces.

(5) Research.

174. The chief centre of research work is the Research Laboratory at Cawnpore, with which the office of the Industrial Chemist has been amalgamated. 347 enquiries on technical subjects were dealt with by the Laboratory, and the Wood-working Institute at Bareilly dealt with 155 technical enquiries relating to wood-working. New investigations were taken up in regard to the improvement of lime and mortar from *kankar*, the manufacture of perfumes. and in regard to the oil content of the various oilseeds of the United Provinces;

and further research was conducted into refining of *neem* oil, the utilisation of lac dye, and into other subjects.

(6) Security and welfare of labour.

175. The Factory and Boiler Inspection departments inspected the factories and boilers of the provinces according to programme. There were three prosecutions under the new rules. The number of women and children employed decreased. In respect of betterment of working conditions factory owners in Cawnpore have done much to improve water-supply, lighting and general sanitation of factory buildings. Some of them have done much to provide sanitary and decent housing for their employees in their homes; but a great deal remains to be done in this direction. The indifference of the artisan towards projects for improved housing and health is not the least formidable obstacle standing in the way of betterment.

General.

176. In addition to the above activities, the department is largely connected with the grant of aid to many local technical schools, which are everywhere increasing in number, and with the award by Government of study and research scholarships, some of them of considerable pecuniary value, to promising students.

Last, but not least, is the direct assistance by way of information in regard to markets and supplies given direct by the officers of the department to manufacturers and industrialists generally.

28. Trade.

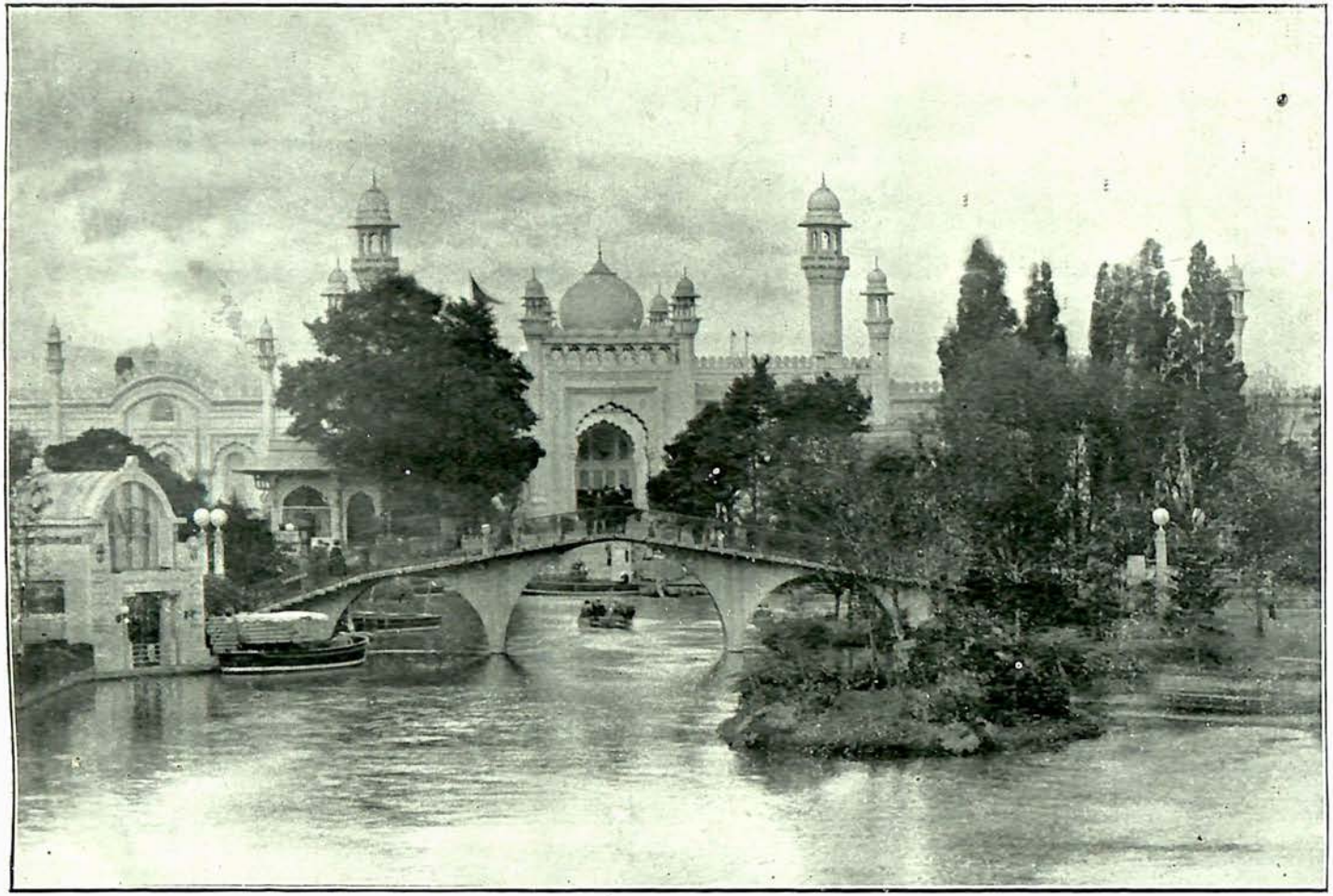
(*See the report of the Industries department and the report on Foreign Trade for the year ending* 31*st March*, 1924.)

INTER-PROVINCIAL AND OVERSEAS TRADE.

General.

177. The compilation of statistics relating to inter-provincial and internal movements of commodities by rail and water has ceased for the last two years, and it is no longer possible to supply details.

There was, generally speaking, no general revival in trade, but there was some slight improvement from the setback of the previous year. Where there was improvement, it was largely due to improved demand following a fall in price. Capital was shy, and only a few new enterprises of a minor nature were launched.



The Indian Pavilion at Wembley in which exhibits from the United Provinces were displayed.

178. Plentiful harvests and lower prices led to improved export of grain, cotton, oil seeds, and cotton seeds; but grain dealers had to unload grain on a falling market and did not prosper. Dullness in the hide export trade was due to the glut of post-War world supplies and to defective quality of hides. There was a notable revival of exports of artistic manufactures. Exports.

179. A fall in the prices of iron and steel products abroad partially mitigated the price-raising effect of the revised customs tariff, and demand for machinery was a little stronger. Demand for the cheaper grades of cotton and woollen goods was a little brisker than in the previous year, though still dull. Imports of glass and hardware were stimulated by further falls in the price of overseas articles. The import of foreign dyes received a check as a result of successful experiments with local dyes. Imports.

TRANS-FRONTIER TRADE.

180. This consists of trade with Nepal and Tibet. The weight and value of imports increased substantially. The weight of exports increased slightly, but the value declined. General.

The total value of imports improved from Rs. 193 lakhs to Rs. 261 lakhs, and that of exports fell from Rs. 79 to Rs. 75 lakhs. Nepal's share of the import trade amounted to Rs. 244 lakhs, and Tibet's to Rs. 17 lakhs. Nepal took Rs. 69 lakhs worth of exports and Tibet Rs. 6 lakhs worth.

181. There was a substantial increase in the leading imports from Nepal, which are rice (husked and unhusked) and timber. The principal exports to Nepal are cotton goods and salt, but these declined both in weight and value. Nature of trade: Nepal.

182. The leading imports, borax, wool and salt, increased in bulk and value, and there was larger import of Tibetan ponies. Exports, chiefly of cotton goods and sugar, also increased in weight and value; and the decline in the value of exports as a whole is accounted for by a heavy reduction in the quantity of silver exported to Tibet. Tibet.

29. Communications, Buildings and Power.

(See the report of the Public Works department, Buildings and Roads branch, for the year ending 31st March, 1924.)

183. There was neither any addition to the railways of the province during the year nor much prospect of new construction in the immediate future. To relieve congestion of Railways.

goods traffic, the station yard at Moghalsarai was remodelled, and the remodelling of the yard at Lucknow was commenced.

Roads. 184. 7,481 miles of metalled and 27,579 miles of unmetalled roads were maintained in the provinces during the year. Of metalled roads 7,263 miles and of unmetalled roads 1,494 miles were under control and maintenance by the Public Works department. During the year the local roads in the Meerut and Bijnor districts were transferred to the district boards of these districts for maintenance; and since the close of the year the transfer of local roads to district boards has been largely completed. The condition of the roads of the provinces continues to deteriorate on account of the increase in rapid motor transport, both light and heavy, and on account of the increase in the cost of materials and wages. The grant for repairs to roads amounted to only 66 per cent. of the demand, and the cost of repairs made by the Public Works department fell from Rs. 30.40 lakhs to Rs. 28.71 lakhs on account of financial stringency.

New constructions of provincial roads included the metalling of 7 miles of the Cawnpore-Etawah road and 4 miles of the Meerut-Moradabad-Bareilly road, and the metalling of 2 miles of the proposed cart-road from Dehra Dun to Mussoorie. These are essential roads of through communication, and it is desirable to join up the unmetalled gaps in them as early as possible. 27 miles of road were planted with trees by the Public Works department.

New constructions of local roads included construction of a metalled road over 7 miles long in the trans-Jumna area of Etawah district, linking it up with the Etawah-Gwalior road; this was done mainly from a private contribution with some help from the district board. Over 3 miles were metalled in the Lucknow and Hardoi districts of the Malihabad-Mohan and Lucknow-Shahjahanpur roads. 2½ miles of the Muzaffarnagar-Budhana road were metalled.

Bridges. 185. In addition to completion of the reinforced concrete bridge over the Kosi river on the Almora-Ranikhet road, substantial progress was made on the new reinforced concrete bridges over the Gumti river at Shahjahanpur and the Baigul river in the Bareilly district. These bridges are much needed to fill gaps on the main road between Lucknow and Bareilly.

Navigation. 186. 334 miles of the Ganges between Allahabad and Ballia districts and 94 miles of the Gogra river in Azamgarh and Ballia districts were kept open for navigation throughout the year.

Exhibits of the Emporium of the Government School of Arts and Crafts, Lucknow, in the United Provinces Court at Wembley.

From the report of the Director of Industries for 1923-24.

Benares Exhibits at Wembley.

Buildings.

187. Of Imperial civil buildings, the most important was the new factory for the Postal Workshop at Aligarh, on which rapid progress was made. Of provincial civil buildings, the most important constructions included the completion of the Girls' Normal School, Bareilly, the Normal School, Muzaffarnagar, the High School at Banda, and hostels at Partabgarh on the educational side. For the department of Law and Justice and Police the Civil and Sessions Court at Bulandshahr was completed, and other court buildings were constructed at Ranikhet and Pauri. Three rural police stations were completed in Agra, Allahabad and Fyzabad districts. Extensive additions were made to the Agricultural school at Bulandshahr and to the Industrial school at Cawnpore. A residence for the Civil Surgeon was completed at Etah.

On account of retrenchment, the outlay on original building works fell by Rs. 7.91 lakhs to a total of Rs. 15.07 lakhs.

Private works.

188. A sum of Rs. 7.91 lakhs was contributed by private individuals for construction of works of public utility, such as *dharamshalas*, wells and schools. Progress was made with the Shri Vishnu Bhagwan temple at Gorakhpur designed by the Consulting Architect. It is intended to enshrine an image of Vishnu which was discovered at Gorakhpur in 1914, and which possesses considerable artistic and archaeological interest.

Power: Water and Electricity.

189. In the re-organization of the Lucknow water-supply, the generating station, including buildings, machinery, a masonry chimney 175 feet high, and complete overhead transmission lines, was completed, and the Paterson filtration plant worked satisfactorily. There were very large extensions of electrical power plant in Cawnpore, and lesser extensions in Allahabad and Lucknow. The electrical supply in Naini Tal was satisfactory, and the old steam-driven pumps were replaced by more efficient electrically-driven plant.

Re-organization of the Public Works department.

190. In addition to progress in handing over local roads to local bodies, the work of the department was lightened by the handing over of the maintenance of Government buildings to the departments and offices concerned; and petty constructional works were also handed over to the departments concerned. Other economies were carried out in pursuance of the recommendations of the Re-organization and Economy Committees. The 3rd and 4th Superintending Engineers' circles were amalgamated; the office of the Consulting Architect was amalgamated with that of the Chief Engineer. The Sitapur-cum-Kheri division was abolished, and 6 sub-divisions were

amalgamated. Savings amounting to Rs. 1.06 lakhs were effected under the head of Establishment during the year.

30. Co-operative Societies.

(See the report on Co-operative Societies for the year ending 30th June, 1924.)

General.

191. On the whole the co-operative movement made headway during the year. The number of societies and the amount of working capital increased. The total capital involved in the movement rose by Rs. 4.34 lakhs to a total of over Rs. 105 lakhs. The share capital, reserve funds and other owned funds of the banks and societies increased to 50.3 per cent. of the total funds, and the proportion of reserves to liabilities rose from 37.8 per cent. to 41.9 per cent.

On the other hand, the resources exceeded the amount required by prudence, too much idle capital being held. An increase in newly-incurred arrears raised the proportion of total arrears to total outstanding loans from 19 to 19.5 per cent. Realisations from liquidated societies were better by Rs. 1 lakh. The total amount of arrears due from liquidated societies is Rs. 17.5 lakhs, and the number of societies liquidated during the year rose from 95 to 135.

The movement continues to be mainly agricultural, and there were in existence 5,445 agricultural societies as compared with 228 non-agricultural societies. Societies for depressed classes exclusively numbered 121.

Central Societies.

192. Four new district banks were opened, and the number of district banks is now 36. Amalgamations of certain central banks reduced the total number of central banks from 30 to 28. Central banking unions and guaranteeing unions have not been a success, and the number of them has been largely reduced since the close of the year. The number of central non-credit societies was three.

The working capital of central societies increased by Rs. 4.37 lakhs to Rs. 81.20 lakhs and the increase was largely due to additions to share capital, which is a healthy sign. Realisations improved on the previous year's figures by Rs. 7.05 lakhs in principal and Rs. 0.70 lakhs in interest; but the actual profit of the year fell from Rs. 1.38 lakhs to Rs. 1.31 lakhs. Increase in the cost of establishment and failure to invest idle balances were responsible for the fall in profit.

The aggregate of new advances decreased slightly. The movement met with a reverse in Budaun, where all the societies

financed by the district bank had to be liquidated. After liquidation proceedings a fresh start will be made.

193. The number increased from 5,209 to 5,445. The total membership was 130,949, and the working capital Rs. 74.92 lakhs. Profits increased slightly to Rs. 2.33 lakhs. Overdue arrears, however, increased by Rs. 1.15 lakhs and represented 32.1 per cent. of outstandings. **Agricultural societies.**

Greater caution was observed in giving loans to members, and the total amount of advances fell by Rs. 2.44 lakhs. In regard to the objects for which loans were taken, an increased percentage was for payment of rent and old debts and for ceremonies and maintenance, and a decreased percentage was for purchase of cattle and seed.

194. The number increased from 217 to 228. The membership was 13,533, and the working capital Rs. 11.38 lakhs. Societies of unlimited liability increased their advances, and collections of instalments and of arrears of loans improved. In the case of societies of limited liability there was a large decrease in advances, mainly in advances to members of the Oudh and Rohilkhand Railway Employés' Society of Lucknow. This was due to a decision that a railway employé's Provident Fund cannot be attached for debt. **Non-Agricultural societies.**

195. Non-credit societies of an agricultural nature included three dairies, three *ghi* societies and one society each for cattle insurance, cattle-breeding and agricultural supply. None of these has achieved real success and most of them are on the verge of collapse. **Non-credit societies.**

The 22 non-credit societies of an industrial nature included 13 co-operative stores, five societies of weavers, one of carpenters and three housing societies. Many of these, however, failed to work. None of the weavers' societies has started work and the carpenters' association has been liquidated in the current year. Four of the co-operative stores worked at an appreciable profit. Housing societies, apparently, can make no headway unless Government invests substantial funds in them.

196. The supervising staff includes, in addition to the Registrar and Deputy Registrar, 2 Senior and 27 Junior Assistant Registrars. Including Circle Officers and Junior Assistant Registrars on audit duty, the staff of auditors numbers 67 : but this number has been found inadequate to cope with the increased number of banks and societies, and 19 banks and 1,520 primary societies remained unaudited during the year. **Cost of supervision and working.**

Proposals are in train for increasing the number of auditors. The cost of the audit establishment is recoverable in audit fees from societies.

The cost of the Co-operative department to Government fell from Rs. 1.99 lakhs to Rs. 1.87 lakhs. The cost of the movement to societies rose from Rs. 3.15 lakhs to Rs. 3.58 lakhs.

CHAPTER V.—PUBLIC REVENUE AND FINANCE.

31. Central revenues.

(See the report of the Income-tax department, United Provinces, for 1923-24.)

Provincial contribution.

197. The provincial contribution to Central revenues remained unchanged at Rs. 240 lakhs. In March, 1924, the Legislative Assembly had the choice either to maintain the enhanced salt duty and to reduce provincial contributions to the Central Government, or else to reduce the salt duty and leave provincial contributions as they were. The latter alternative was chosen.

Income-tax.

198. The net receipts for the year in these provinces were Rs. 87.62 lakhs, being a decrease of Rs. 8.11 lakhs on the net receipts of the preceding year. The fall was most marked under the head "Business," owing to the slump in industry. Of the net receipts, Rs. 65.19 lakhs were from income-tax, and Rs. 22.43 lakhs from super-tax. Cawnpore yielded one-third of the income-tax and more than half of the super-tax realised during the year.

The number of assessees fell from 27,378 to 25,333.

The tax paid by the Local Government on the U. P. Development Loan is provisionally estimated to be about Rs. 2.30 lakhs.

32. Provincial revenues.

(See the Accountant-General's review of Provincial Accounts for 1923-24.)

(Values have been expressed in terms of lakhs of rupees and of decimals of a lakh.)

Comparison with the previous year.

199. The total receipts, excluding debt heads, for 1923-24 came to Rs. 1,270.86 as against Rs. 1,248.05 in 1922-23. Of increases in revenue, the most notable was the increase of Rs. 14.71 in Stamp revenue, due to the enhancements of stamp duty and of court-fees which took effect from 1st May, 1923, and which made stamps the second largest

source of provincial revenue. Enhancements brought an increase of Rs. 12.69 in Land revenue and of Rs. 13.42 in Irrigation revenue. On the other hand, there were shrinkages in receipts of Rs. 11.30 from Excise and of Rs. 10.17 from Forests.

The total expenditure, excluding debt heads, amounted to Rs. 1,290.35 as against Rs. 1,313.47 in 1922-23. There was an almost general reduction in expenditure owing to the stern and persistent application of a policy of retrenchment. The two big items of increase were under the heads of Irrigation and Education. For an increase under Irrigation of Rs. 5.06, capital outlay on the Sarda project charged to revenue is mainly responsible. The expansion of education, in spite of the adverse financial position of the provinces, accounts for a rise of Rs. 20.39 under Education. Increased costs of obtaining enhanced revenue led to minor increases of Rs. 3.05 and Rs. 1.69 under Land revenue and Stamps respectively. Efforts to expedite judicial business by providing more Courts led to an increase of Rs. 1.29 under Justice; and expansion of the Industries department was responsible for an increase of Rs. 1.78.

On the other hand, economy resulted in reduced expenditure of Rs. 18.08 under Forests, of Rs. 13.49 under Police, of Rs. 7.80 under General Administration, of Rs. 7.67 under Jails, and of Rs. 3.69 under Civil Works, in addition to which there were smaller reductions under many other heads.

Comparison of accounts with budget provision for 1923-24.

200. Excluding debt heads, the estimated receipts for 1923-24 were Rs. 1,312.63, but the actual receipts were only Rs. 1,270.86, thus falling short of expectations by Rs. 41.77. Receipts under Stamps (—Rs. 26.09) and Excise (—Rs. 19.10) fell far short of the estimates and more than account for the whole deficiency. The Stamp revenue is, of course, well above the previous year's revenue, and its failure to reach budget expectations must be ascribed mainly to the depressed state of trade during the year. Excise receipts declined for the third year in succession, chiefly on account of reduced consumption of liquor and of prohibitive duties. There was a substantial shortcoming of Rs. 7.75 under Forest receipts, due largely to dullness of the timber market. Income from Civil Works fell short by Rs. 4.15 on account of smaller recoveries of expenditure, and there were minor deficiencies under receipts from the Agriculture and Industries departments.

On the other hand, receipts from Land revenue, Irrigation, Justice, and from contributions on account of

superannuation of Government servants exceeded the estimates by moderate amounts.

Budget provision was made for expenditure to the extent of Rs. 1,315.52, but actual expenditure was Rs. 1,290.35, being a saving of Rs. 25.17. The vital necessity of retrenchment brought about savings under many heads, of which the more important were those of Rs. 5.96 under Forests, due to abandonment of "utilization" projects; Rs. 5.22 under Education, due largely to recoveries from the Military department and other Governments towards the cost of training of students; Rs. 4.96 under General Administration, due to economies in district offices; Rs. 4.54 under Jails, due, largely, to better arrangements for purchase of prisoners' diet requirements; Rs. 2.49 under stationery and printing; and Rs. 2.06 and Rs. 1.37 under Police and Land revenue respectively, due to further reductions of establishment.

There was an increase of Rs. 3.16 in the sum budgetted for expenditure from the Famine Insurance Fund. Appointment of additional Courts led to an increase of Rs. 1.96 under Justice. Other minor increases were under Stamps and Interest.

201. The budget as finally passed provided for reduction both in receipts and in expenditure. Probable receipts were estimated to amount to Rs. 1,262.81, and probable expenditure was sanctioned to the amount of Rs. 1,254.69. **The budget for 1924-25.**

202. Land revenue (Rs. 692), Stamps (Rs. 180), Excise (Rs. 145½), Irrigation (Rs. 87½), and Forests (Rs. 63) are the main sources of revenue and account for 92 per cent. of the total receipts expected. Land revenue alone provides 55 per cent. of total receipts. It was expected to rise by some Rs. 3 lakhs during the year; but the subdued condition of trade and curtailment of forest enterprise were expected to result in decreases of Rs. 20 under Stamps and Rs. 18½ under Forests. The ample monsoon of 1923 was expected to cause a decline of Rs. 9 in Irrigation revenue, and a decline of Rs. 4½ was expected under Excise. The floods of 1924 have, however, affected anticipations of revenue considerably for the worse. **Anticipated receipts.**

203. The principal items of expenditure are, the contribution to Central revenues (Rs. 240), Education (Rs. 172), Police (Rs. 161.22), and General Administration (Rs. 133). Next in order come Land Revenue Administration (Rs. 79.69), Civil Works (Rs. 74.16), and Administration of Justice (Rs. 66.58). The contribution to Central revenues represents over 19 per cent., and expenditure on Education nearly 14 per cent. of the total provincial expenditure out of revenue. **Anticipated expenditure.**

The most striking saving expected during the current year was of Rs. 38.65 under Irrigation, the sanctioned expenditure chargeable to revenue account being reduced to Rs. 26.13. Forest expenditure was cut down by Rs. 12.26 to a total of Rs. 37.30. Further economies were to be effected under General Administration, Land revenue, Jails, Stationery, Industries and Police; and substantial reductions were made in the amounts to be paid to the Famine Insurance Fund and as interest on loans.

On the other hand, expenditure on Education was expected to increase by Rs. 7.88 lakhs.

Debt heads.

204. The total receipt of loans during the year 1923-24 was Rs. 188.59, including a loan of Rs. 101.40 from the Government of India for expenditure on the Sarda Canal. It was expected that Rs. 174.46 would be utilized during the year; but actual expenditure, chiefly capital outlay on the Sarda Canal project, amounted to Rs. 155.97 only.

Position at the end of 1923-24.

205. The year's working was expected to close with a small revenue deficit of Rs. 2.89, and a surplus under debt heads of Rs. 14.13. Actually, there was a revenue deficit of Rs. 19.49 lakhs, due, as has been seen, to the revenue from stamps and from excise falling considerably short of anticipations. Owing to smaller expenditure on capital outlay, the debt surplus was actually Rs. 22.62. The net result was that there was a surplus on the year's working of Rs. 3.13, as against Rs. 11.24 budgetted, making a closing balance of Rs. 97.17. It is to be noted, however, that no portion of the loan of Rs. 101.40 received from the Government of India has been repaid, nor has there been repayment of a loan of Rs. 2.50 received about the close of the year. The indebtedness of the province has, therefore, increased substantially, and the disastrous floods of the monsoon of 1924 have brought new difficulties.

33. Stamps.

(See note on Stamp revenue for the year ending 31st March, 1924.)

Receipts and charges.

206. Gross receipts under the Stamp and Court Fees Acts increased from Rs. 162.76 lakhs to Rs. 177.73 lakhs. The revenue from court-fee stamps accounted for about 78 per cent. of this income, as last year. The increase is due to enhanced fees under both Acts from 1st May, 1923 But for these enhancements, there would in all probability have been a decrease in revenue from stamps owing to the dullness of

business. The income from copying stamps decreased by 7 per cent.

Charges rose from Rs. 4.27 lakhs to Rs. 4.50 lakhs, and, owing to a rise in the cost of production, the cost of stamps and plain paper rose from Rs. 0.93 lakhs to Rs. 2.48 lakhs.

207. The number of stamp vendors decreased from 3,469 to 3,326, but the amount of discount allowed to them rose from Rs. 2.05 lakhs to Rs. 2.19 lakhs. **Facilities for sale of stamps.**

208. 3,586 cases were brought to light, as compared with 3,046 last year, and Rs. 0.49 lakhs were realized in duty and penalty as against Rs. 0.41 lakhs in the previous year. **Insufficiently stamped or unstamped instruments.**

The number of prosecutions was 840 as against 843 last year. The amount of fines imposed rose slightly.

34. Excise.

(*See report on Excise Administration for the year ending 31st March*, 1924.)

209. Conditions were favourable for expansion of consumption. Agriculture was prosperous and wages were high. Nevertheless, there was a general decline in the consumption of intoxicants. The issues of country spirit, hemp drugs and opium declined to low record figures. The excise policy pursued is responsible for these results. High duties and high prices of intoxicants and reduction in the number of shops have reduced consumption progressively since 1921. **Extent of consumption.**

The issues of country spirit declined by 9.1 per cent. to 430,104 proof gallons. The figures of sales of foreign liquor show a fall in the issues of beer, the sales of wines and spirits being much the same as in the preceding year. Figures cannot be kept for the output of *tari*, but the yield of *tari* was high during the year. The issues of hemp drugs show a fall of 20 per cent. The issues of opium also fell by nearly 20 per cent. to under 25.000 seers.

210. There was no change in the rates of duty, and the surcharge system of licence fees continued, the scales of licence fee being slightly enhanced in some cases. The number of shops was again reduced, from 2,833 to 2,611; and there is now, on the average, one shop to 19,541 persons. The hours of sale were extended during the first half of the year, but in the second half of the year they were again curtailed to an average of, roughly, noon to sunset in rural areas; and noon to 7 or 8 p.m. in other areas. The system of sale for consumption "off" the premises only was continued in Lucknow and **Administration: Country spirit.**

Etawah; but it is thought that this system is of value only if linked with the sale of liquor in sealed bottles for consumption "off" the premises only, as in Benares and Khurja, and in certain shops in Allahabad and Fyzabad.

Farms and outstills in outlying areas did more business during the year. The issues to Indian States increased.

Foreign liquor. According to the returns of sales by vendors, the traffic in foreign liquor declined slightly. Of locally-made imitations of imported liquor, spirits manufactured in Cawnpore were popular there, and Punjab hill beer was popular in Meerut.

Tari. Competition to obtain *tari* farms or shops was again keen during the year, and the licence fees rose accordingly. The tree tax system continued to be in force in part of the Gorakhpur district.

Hemp drugs. Further progress was made in reducing the area under the farming system. Since 1st April, 1924, the contract supply system has been introduced for the entire wholesale supply of hemp drugs, and the graduated surcharge system of licence fees has been applied to the retail sale of hemp drugs throughout the provinces. The price of *charas* has been raised to Rs. 120 per seer from the 1st April, 1924.

Opium. The issues of opium have declined progressively for the last 7 years, and the recent rapid fall in consumption is due to the enhancement of the retail price to Rs. 120 per seer. Official vend of opium by treasurers' agents at tahsils was abolished two years ago, and retail sales now take place entirely under the graduated surcharge system of licence fees.

Excise crime. 211. The total number of prosecutions under the Excise and Opium Acts and for drunkenness rose from 2,738 to 2,865. Offences relating to country spirit accounted for 1,200 of these prosecutions; and, of the country spirit figures, 667 prosecutions were for illicit manufacture of liquor. The offence of illicit distillation has increased seriously on account of high prices of licit liquor; and cases were reported from 31 districts during the year.

The number of prosecutions for drunkenness was 732, a slight rise on the figures of last year, for which Allahabad municipality was mainly responsible.

The number of prosecutions for opium offences rose slightly to 269, and 520 seers of illicit opium, mainly Malwa and crude opium, were seized. It is thought that the consumption of crude opium is increasing in poppy-growing districts on account of the high prices of excise opium.

There were 179 prosecutions for cocaine, as against 155 in the previous year. The quantity of cocaine seized

amounted to 92 ounces. Most of the prosecutions came from the cities of Benares, Saharanpur, Cawnpore and Allahabad.

212. The 16 Licensing Boards created in 1922 continued to settle licences for their areas successfully. The Advisory Committees for the smaller municipalities and for district rural areas with a few exceptions held their meetings and effected large reductions in the number of excise shops. Local excise bodies.

213. The total receipts declined by Rs. 7.34 lakhs to Rs. 127.02 lakhs, due to a general decline in the consumption of the leading intoxicants. Receipts from country spirit declined by Rs. 7.68 lakhs, and from hemp drugs by Rs. 2.99 lakhs. On the other hand, receipts from *tari* rose by Rs. 1.34 lakhs to a total of Rs. 5.20 lakhs. The principal items of revenue were, country spirit (Rs. 58.03 lakhs), hemp drugs (Rs. 34.30 lakhs), and opium (Rs. 17.56 lakhs). Receipts.

214. The total expenditure declined by Rs. 0.41 lakhs to Rs. 6.44 lakhs, which is 5 per cent. of the Excise revenue. The staff of inspectors was further reduced during the year, and further reductions were given effect to from 1st April, 1924, so that there have been reductions of 1 Assistant Excise Commissioner, 20 excise inspectors, and 74 excise peons in the last 2 years; while the post of Deputy Excise Commissioner has been in abeyance since the beginning of 1922. Expenditure and staff.

CHAPTER VI.—PUBLIC HEALTH.

35. Vital statistics.

(*See the report of the Director of Public Health for the year ending 31st December*, 1923.)

General. 215. The year was healthy, and there was no severe epidemic. Births exceeded deaths by 12.67 per thousand of the population, whereas the excess of births over deaths in the previous year was only 7.16 per thousand. The excess of births over deaths was common to all districts of the provinces except Azamgarh and Naini Tal. The total number of reported births was 1,635,450, and of reported deaths 1,060,364. It is estimated that about 8 per cent. of the deaths of the provinces and a lesser percentage of births remained unreported, consequent on the fall in the number of chaukidars—the common reporting agency.

Births. 216. The birth-rate improved by 3.87 per thousand to 36.04 per thousand, a figure appreciably above the quinquennial average. The proportion of male to female births was 112.04 males to every 100 females born. The highest birth-rate was returned in October and the lowest in June. Bijnor furnished the highest and Rae Bareli the lowest birth-rate.

Deaths. 217. The death-rate declined by 1.64 per thousand to 23.37 per thousand. This figure was also better than the previous quinquennial average. The male death-rate was 23.83 and the female death-rate 22.86 per thousand. The highest death-rate was returned in October and the lowest in August. As usual, the majority of deaths was attributed to fevers. Among districts the worst death-rate was returned by Hamirpur district, where it was 38.59 per thousand, and where respiratory diseases were the commonest cause of death. The best death-rate was that of Gonda district, 12.78 per thousand.

Among municipalities and towns the highest death-rates recorded were those of the Ghaziabad (67.9). Pilkhua, Meerut district (64.8), and Banda (59.21). In these towns there were severe outbreaks of plague.

Infantile mortality. 218. The death-rate for infants of one year of age and under was 169.4 per thousand, which is the lowest figure on record for many years. The average between 1901 and 1910 was 255 per thousand. The rate for males was 174.2 and for females 163.9 per thousand.

Unlike the districts, the municipalities showed a higher death-rate than in the previous year, the rate being 26.7 per thousand. That there is apparently a higher death-rate in towns is, doubtless, largely due to better registration. Among leading towns, Cawnpore as usual returned the worst death-rate among infants. The rate was 495.17 per thousand, so that practically every second child born in Cawnpore city does not survive for one year. Cawnpore city is followed by Etawah with an infantile death-rate of 372.04, and by Mau (Azamgarh) with an infantile death-rate of 368.6 per thousand. The leading causes of death are reported to be fever in Cawnpore, tetanus and respiratory diseases in Etawah, and malaria and respiratory diseases in Mau. The mildest death-rate is reported by Ghazipur with 150.86 per thousand.

October was the most fatal month for infants, and the deaths in that month were double those of March, the mildest month.

219. The vaccination staff tested 952,088 entries of births and deaths, local authorities 281,859, and Assistant Directors of Public Health 8,669. The number of entries tested is much the same as last year, and, in the case of local authorities, is much below what used to be an average annual figure. **Verification of statistics.**

The results of tests made by qualified medical authorities, including municipal medical health officers, to ascertain true causes of death show that the numbers of deaths from fever and plague are considerably over-reported, while the numbers of deaths attributed to pneumonia, dysentery, tuberculosis and kala-azar are very much under-reported.

220. The number of deaths reported as due to fever was 780,049 and, as usual, the great bulk of these deaths was attributed to malaria. Some 14,000 deaths were attributed to enteric fever and some 5,000 to measles. Deaths were most frequent in October and fewest in February. **Diseases: Fevers.**

The number of deaths reported was 74,187, being three times the number of the previous year. In the last 3 years the number of deaths from plague has been rising steadily, although the epidemic has not been severe. The disease was at its worst in the districts of Azamgarh, Ballia and Ghazipur; and the towns chiefly affected were Ghaziabad (Meerut), Mau and Mubarakpur (Azamgarh). **Plague.**

26,108 deaths were attributed to respiratory diseases, chiefly pneumonia and tuberculosis; but it is probable that many of the deaths reported as from fever in months when malaria is not prevalent are really due to these diseases. **Respiratory diseases.**

Dysentery and diarrhœa.

10,878 deaths from these causes were reported. As usual, the mortality was highest in the hill districts, particularly in Garhwal with a death-rate of 3.27 per thousand. The mortality was highest in September and lowest in February.

Cholera.

The incidence of cholera during the year was light, and only 2,591 deaths were attributed to this cause. In 20 districts under the special cholera prevention scheme 4 tons of potassium permanganate were distributed, and it is believed that preventive measures stopped the spread of such outbreaks as occurred.

Small-pox.

Deaths from small-pox numbered 747, being treble the amount of the previous year. The largest number of deaths occurred in Allahabad district. They were commonest in the month of June.

Deaths from injuries.

Deaths recorded under this head numbered 21,799. Accidents and wounds accounted for 14,154 deaths. Death caused by snakes and wild beasts accounted for 5,510 deaths. There were 1,921 reported suicides.

36. Medical Services.

(See report on Civil Hospitals and Dispensaries for the year ending 31st December, 1923.)

Number of hospitals and dispensaries.

221. For the first time for many years there was a reduction, and a substantial one at that, in the number of hospitals and dispensaries. They numbered 632 as against 665 in the preceding year. Moreover, further reductions were in train at the end of the year. The reductions were nearly all of travelling dispensaries, and early in 1924 provincial travelling dispensaries stood reduced from 63 to 36, and district board travelling dispensaries from 49 to 6. Reductions so sudden and so drastic are greatly to be deplored.

Of special State dispensaries—Police, Forest and Canal dispensaries—13 out of 19 Canal dispensaries were closed during the year.

Extent of medical relief.

222. The number of patients treated at public and private aided dispensaries was 5,455,610, a decrease of 69,688 from the previous year. The decrease is slight and is accounted for entirely by the closing of travelling dispensaries. Both in general dispensaries and in special dispensaries for women there was a rise in the number of indoor patients.

The number treated at railway, non-aided and special State dispensaries was 798,980, or slightly less than in the previous year.

There was an increase in the number of surgical operations performed from 241,884 to 250,290.

122 tuberculous patients stayed at the King Edward Sanatorium, Bhowali, in the course of the year. 90 of these showed definite improvement, and in 41 cases the disease was arrested. At the Tuberculosis branch of the King George's Hospital, Lucknow, 651 out-patients and 227 in-patients were treated. Accommodation was insufficient for the number of would-be in-patients.

223. The number of medical students at the King George's Medical College, Lucknow, rose from 201 to 211. At examinations during the year, 16 out of 33 students passed the Final M.B., B.S. (group A), and 30 out of 46 passed the Final M.B., B.S. (group B) examinations. **Medical training.**

In the Men's Medical School, Agra, the number of civil students increased from 200 to 217, while that of military students fell from 302 to 205. 92 students passed the final qualifying examination.

In the Women's Medical School the number of students increased from 65 to 70. This school has been reorganized as a self-contained institution and three Medical Women have been added to the staff.

224. The income from hospitals and dispensaries rose from Rs. 28.12 lakhs to Rs. 30.98 lakhs, and expenditure rose from Rs. 26.47 lakhs to Rs. 29.14 lakhs. Contributions from local boards rose by over Rs. 2.61 lakhs, but voluntary subscriptions dropped to Rs. 1.23 lakhs—practically half of the previous year's figure. A number of District Boards declared themselves unable to give Provincial Subordinate Medical Service officers in their districts the increases of pay sanctioned in 1922; and they have been permitted by Government to make retrenchments in the extent of their medical services to enable them to pay the increases. **Financial.**

37. Public Health Services.

(See the reports of the Director of Public Health for the year ending 31st December, 1923, and of the Superintending Engineer Public Health department, for the year ending 31st March, 1924.)

225. In addition to supervising the activities of the various branches of Public Health Services, the Board made grants amounting to Rs. 6.87 lakhs during the year. The chief items were, Rs. 2.10 lakhs towards the re-organization of the Lucknow water-supply; Rs. 1.50 lakhs towards the **Board of Public Health.**

construction of the Fyzabad water-supply; Re. 1 lakh for rural sanitation, and Rs. 1.75 lakhs for sanitary objects of a general nature. In addition to the above, Government sanctioned grants of over Rs. 5.50 lakhs towards the cost of re-organization of water-supply and of the sewage disposal scheme at Lucknow; and advanced loans to Lucknow and Fyzabad for their water-supply schemes.

Director of Public Health.

226. The Director of Public Health was in charge of vital statistics, of measures to deal with epidemic and other diseases, of health training and education, and of the direction of civil sanitary works. Assistant Directors of Public Health attended the various great fairs and festivals of the year, which passed off without any serious outbreaks of disease. Measures taken during and after the Lucknow floods of September, 1923, prevented an outbreak of sickness. The Malaria branch devoted special attention to conditions on the Sarda canal. By prophylaxis, reduction of unnecessary running of water in canal channels, and other measures, malaria at the headworks of the canal was further reduced, and the working season there has been extended by two months. The presence of relapsing fever was early detected and an epidemic was prevented in time. Special anti-malarial measures considerably reduced the incidence of malaria in the towns of Lucknow, Nagina, Meerut, Kosi and, particularly, Saharanpur.

The Plague branch dealt with the districts most affected by plague. 62,615 inoculations were performed.

Superintending Engineer, Public Health department.

227. The staff of this department inspected the water-supply and drainage works of the provinces, and spent Rs. 21.23 lakhs on original works and Rs. 13.87 on maintenance of water-works. The cost of the department fell from Rs. 4.05 to Rs. 3.67 lakhs. The fees earned by preparation of projects amounted to Rs. 1.31 lakhs. The chief constructive works of the year were the re-organization of the Lucknow water-supply, the Lucknow sewage disposal scheme, and the Fyzabad water-supply. The usual temporary water-supply at the *Adh Kumbh Mela*, Allahabad, proved successful.

Medical Officers of Health.

228. The districts of Gorakhpur, Basti and Azamgarh have District Medical Health Officers under a District Health Scheme. They visit all town areas and villages under the Sanitation Act and have sanitary defects removed. They cope promptly with outbreaks of disease, and their travelling dispensaries are unusually efficient. Hygiene propaganda is carried on and attracts much interest. The Board of Public Health and the local authorities concerned are favourably impressed with the working of the scheme in their districts.

Special Health Officers also worked in Ghazipur, Ballia, Jaunpur and Gonda.

Of 30 municipal boards which are supposed to employ Health Officers, ten have so far failed to make appointments, on the ground of want of funds.

229. For the diploma of Public Health only one student is undergoing training, and no fresh student sought admission during the year, owing to the uncertainty of the prospect of employment. **Health training and education.**

The number of candidates for the distinction of licentiate of Public Health increased from seven to eight. Of those appearing for examination four were completely successful during the year. There are more candidates for admission to this class than can be taken, as there are reasonable prospects of employment after the course is finished.

13 candidates passed the Apprentice Sanitary Inspectors' examination, 14 passed the Sanitary Inspectors' examination, and 3 passed the Chief Sanitary Inspectors' examination. There were sufficient candidates joining these classes.

The Hygiene Publicity Bureau had a successful year, and with the aid of a travelling dispensary demonstrations were given in nearly every district and in large towns.

230. Child welfare and maternity centres were established in Allahabad, Bareilly, Cawnpore, Pilibhit, Muttra and Bahraich, those at Allahabad, Bareilly and Pilibhit being more concentrated schemes than elsewhere. In these three towns the staff attended a large number of confinement cases. **Child welfare and maternity.**

Training of midwives is going on at ten centres in the province, and the improvement of indigenous *dais* is being undertaken at Lucknow, Agra, Allahabad, Meerut and Gonda.

Interest in this branch of public health received great impetus from the ' Baby Weeks ' held all over the provinces in or after the third week of January at the instance of Her Excellency the Countess of Reading.

231. The chief civil sanitary works in the province are the water-supply schemes in 12 of the leading towns. Of the more extensive schemes, the water-works at Lucknow flushed 197 miles of drains daily; those at Cawnpore flushed 117 miles daily; those at Benares, Agra and Allahabad flushed 93, 69 and 42 miles of drains daily respectively. **Civil sanitary works.**

The consumption of water per head was highest in Benares, where the enormous consumption of 30.10 gallons per head daily was reached. Benares was followed by Cawnpore, Agra, Allahabad and Lucknow with 29.8, 24.7,

22.7 and 12.2 gallons of water consumed daily per head respectively.

The collections of water rates generally improved, and there was also reduction in the running costs of water-supply. The water-supply systems of the provinces continue, however, to be run at a loss, which during the year amounted to Rs. 2.5 lakhs. This may be compared with a deficit of Rs. 6.75 lakhs in the previous year.

Municipal Boards were unable to expend large sums on new sanitary works during the year. Cawnpore expended over Rs. 2 lakhs on new sewers and on improvement of graveyards. The Lucknow Improvement Trust constructed some sanitary roads. In Mussoorie the Happy Valley Drainage Scheme was nearly completed at a cost of Rs. 1.32 lakhs.

38. Vaccination.

(See the report on Vaccination for the year ending 31st March, 1924.)

Number of vaccinations.

232. The number of persons vaccinated during the year increased by 43,190 to 1,267,442. There was a rise both in the number of primary vaccinations and in the number of secondary operations. The increase was common to 30 of the 48 districts, Moradabad being conspicuous with an increase of 5,891 primary operations, followed by Bahraich with 4,799. Of the 18 districts showing a decline Rae Bareli was conspicuous with a falling off of 5,004 primary vaccinations. In this and in other districts the reduction in the number of chaukidars is believed to have affected the work of vaccination. Of primary vaccinations, 91.53 per cent. were successful. The number of persons successfully vaccinated was 25.57 per thousand of the population against 25.56 in the previous year.

Inspection of vaccinations.

233. Assistant Directors of Public Health and District Superintendents of Vaccination (Civil Surgeons) inspected 145,559 cases of vaccination. The number shows a decrease owing to deputation of officers to the *Adh Kumbh Mela* at Allahabad and the curtailment of tours of Civil Surgeons.

Assistant Superintendents of Vaccination inspected 550,034 cases, about the same number as last year.

Lymph.

234. From the Provincial Bovine Lymph dépôt at Patwa Dangar, Naini Tal district, lymph was issued sufficient to vaccinate 2,264,758 persons. No difficulty was experienced in the manufacture and supply of lymph. The sale-proceeds of lymph were very slightly lower than the total expenditure incurred in manufacture.

Staff and cost.

235. 4 Assistant Directors of Public Health supervised the work of vaccination, in addition to the work done by District Superintendents of Vaccination. 49 Assistant Superintendents and 909 vaccinators were employed. The total cost of the establishment was Rs. 4.63 lakhs. Each vaccinator vaccinated on an average 1,400 persons as against 1,346 persons in the previous year. The cost per case vaccinated was 4 annas 10 pies.

CHAPTER VII.—INSTRUCTION.

39. Education.

(See the report on Public Instruction for the year ending 31st March, 1924.)

General: Numbers of institutions and scholars.

236. The year was once of healthy expansion in education. The total number of educational institutions rose by 615 to 22,367. The total number of scholars of all kinds rose by 6.1 per cent. to 1,150,762.

The percentage of scholars to the population is 2.53; but while the percentage of males is 4.4, that of females is only 0.48. The number of Hindu scholars increased by 6.2 per cent. and that of Muslims by 9.3 per cent. In Arts and Intermediate Colleges the increase in the number of Muslims is no less than 38.6 per cent.

Expenditure.

237. The total expenditure from all sources was Rs. 301.51 lakhs, an increase of Rs. 10 lakhs from the previous year. There were improvements both in fees and in contributions. The amount spent on new Government educational buildings was cut down.

University education: Number of University students.

238. The number of students in the various faculties or departments of the Universities was as follows :—

Faculties or departments.	Allahabad.	Benares.	Aligarh.	Lucknow.
Arts ...	387	664	...	299
Science ..	226		...	130
Law ...	301	84	...	251
Medicine ...	...	...	...	211
Commerce	6	...	...	52
Education ...	...	40	...	...
Engineering	...	236	...	...
Total	920	1,024	711	943

Examinations for degrees.

239. The following statement shows the number of candidates completely successful in examinations held by the

Universities for the principal degrees awarded during the year :—

Degree.	Allahabad.	Benares.	Aligarh.	Lucknow.
Arts & Science—				
M.A. ...	73	13	53	31
M.Sc. ...	23	19	5	11
B.A. (Honours).	...	1	...	8
B. Sc. (Honours).	...	...	...	1
B.A. (Pass)	267	101	161	67
B.Sc. (Pass)	121	38	20	31
Law—				
LL.B. ...	99	...	58	57
Medicine—				
M.B., B.S.	...	...	...	23
Commerce—				
B.Com. ...	18	...	...	15
Education—				
B.E., B.T., and L.T.	62	38	24	...
Engineering—				
B.Sc.Eng. ...	...	12	...	...

In the Benares University examinations other passes were, Praveshika 14, Madhyama 10, Shastri 11, Shastracharya 2, Smiritaratna 1.

In the Roorkee College examinations 21 candidates obtained the diploma of Bachelor of Civil Engineering, and 14 that of Bachelor of Mechanical and Electrical Engineering.

The graduates of the year included 15 ladies, of whom 3 were private candidates and 12 were from recognized institutions. 5 obtained the M.A. degree and 7 the B.A. (Pass) degree, while one obtained the M.Sc., one the B.Sc. (Pass) degree and one the L.T. degree.

240. The enrolment increased substantially. A Professor of Physics, a Reader in Commerce, two Lecturers in Sanskrit and a Lecturer in Arabic and Persian were appointed during the year; and there are now 13 departments of teaching in the University. The number of books in the Library increased by 12,000 to a total of 39,000. A University Union was inaugurated. The University supplies two platoons to the University Training Corps. **Progress of the year: Allahabad.**

During the year a Law College was added to the other departments. New degrees were created, of B.Sc. in **Benares.**

Mining and Metallurgy and of M.A. in Ancient Indian History and Culture. A University hospital is under construction. This University also supplies two platoons to the University Training Corps.

Aligarh. The feature of the year was a great increase in the enrolment in the University classes from 389 to 711 students in all. The Intermediate College, University school, and branch school connected with the University were also full. The University established a Training College and gave degrees in teaching for the first time during the year.

Lucknow. The University appointed for the first time a Lecturer in Political Science. The completion of a new hostel and the enlargement of another has given the Canning College sufficient accommodation for 300 students.

Thomason College of Engineering. The course of Civil Engineering Design was extended and the Project course has been revised and developed. The College raised one platoon in the University Training Corps and distinguished itself in athletics.

Degree Colleges. The Colleges at Agra, Meerut, Cawnpore, Bareilly and Gorakhpur which are associated with the Allahabad University for degree purposes had a good year. Association was extended for several degrees in the course of the year. At Agra and Meerut there are Law classes, with enrolments of 92 and 66 students respectively. The St. John's College, Agra, contributes 20 units to the Agra platoon of the University Training Corps, Allahabad.

Oriental institutions. 241. The Sanskrit College at Benares had 415 students during the year, while the number of recognized *pathshalas* was 431 with 5,000 scholars. 2,102 candidates passed the various examinations conducted by the Sanskrit College. The scholars in aided Arabic Madrasas totalled 7,275. Of those who undertook examinations 219 were successful. The Munshi examination is gaining in popularity and is reviving interest in Persian literature and language.

Secondary education. 242. The number of Intermediate Colleges, English High Schools, and English and Vernacular Middle Schools rose by 9 to 801, and the enrolment increased by 6,651 to a total of 105,822. Expenditure increased by Rs. 4.33 lakhs to Rs. 60.23 lakhs.

The number of institutions with intermediate classes increased by 3 to 26 and the enrolment rose to 3,136. 3 aided High Schools were raised to the intermediate standard. Expenditure (excluding expenditure on intermediate classes maintained by degree colleges) has gone up from Rs. 8.42 lakhs to Rs. 12.24 lakhs. Most of this expenditure was on institutions other than Government Intermediate Colleges. The number of the latter was eight, as last year; and expenditure

on Government Intermediate Colleges amounted to Rs. 5.39 lakhs out of the total expenditure on Intermediate Colleges of Rs. 12.24 lakhs. The Dayanand Anglo-Vernacular College at Cawnpore built a new hostel during the year and also built a new block of eight class rooms.

English High and Middle Schools slightly increased. The number of institutions rose to 220 and the number of scholars to 55,584. Expenditure amounted to Rs. 35.28 lakhs, of which Rs. 18.47 lakhs were from provincial revenues. Reports generally show that satisfactory progress has been made in the knowledge of English. In Lucknow the Dalton plan of individual training for scholars has been introduced. The results of the experiment are being watched.

Discipline is reported to have been good during the year. The Boy Scout movement has made considerable progress, as also the interest in games and athletics. In non-Government schools the percentage of trained teachers rose from 16 to 19 per cent. Complaints by teachers continue regarding insecurity of tenure and uncertainties as to receiving pay, etc.,—factors which affect adversely the efficiency of the teaching staff.

Some progress was made with buildings. The King George Kshattriya High School at Hardoi, a fine new building, was opened during the year. New Muslim High Schools were opened at Cawnpore and Moradabad and a new Government High School building was opened at Banda. 1,489 candidates, or 58 per cent., were successful in examinations of the Intermediate standard; and 4,043 candidates, or 53 per cent., were successful in High School examinations and other examinations of the University Admission standard. A notable development was the instruction given in hygiene, 392 scholars receiving the certificate of the St. John Ambulance Association.

There was an increase of 2,328 in the number of Vernacular Middle School scholars, making a total of 47,102. The increase was common to all divisions except Fyzabad. Buildings are generally defective, but want of funds impedes any improvement.

243. The number of schools increased by 604 to 16,507; and enrolment increased by 53,719 to 885,807. Expenditure rose from Rs. 65.06 lakhs to Rs .68.48 lakhs. The increase was shared by aided schools, whose enrolment increased by 11,825. There was also an improvement in the percentage of trained teachers to the total number of teachers. **Primary schools.**

The state of buildings varies considerably over the provinces. Proposals were worked out during the year for a new three years' contract with district boards, to take effect

from the 1st April, 1924. Under this scheme savings from unexpended grants from Government are to be funded in an Education fund, and boards will be required to spend these savings on school buildings, equipment of new schools and other non-recurring charges.

4 municipalities—Lucknow (in one ward), Erindaban, Roorkee and Konch—introduced compulsory primary education for boys during the year, in addition to the 8 municipal boards which introduced it in the previous year. The conditions of introduction of compulsory primary education are that Government undertakes to pay two-thirds of the extra cost involved, including the cost of remitting fees and of bringing the minimum pay of teachers up to the standard prescribed for district board teachers, provided that the total contributions of Government do not exceed 60 per cent. of the total cost of primary education for boys in the municipalities. There was, naturally, a substantial improvement in the enrolment in the primary schools of the municipalities concerned.

Medical inspection was carried out thoroughly in those districts which have a district health scheme, and revealed the fact that chronic malaria, spleen and ringworm are prevalent in village schools.

In the Moradabad district an experiment was made in one primary school of a mainly agricultural course of instruction. 4 teachers trained at the Agricultural Institute, Allahabad, were appointed to the staff. Agricultural readers were used, and practical instruction was given in farming, carpentry, basket-weaving and smithy work. The experiment is in its initial stage.

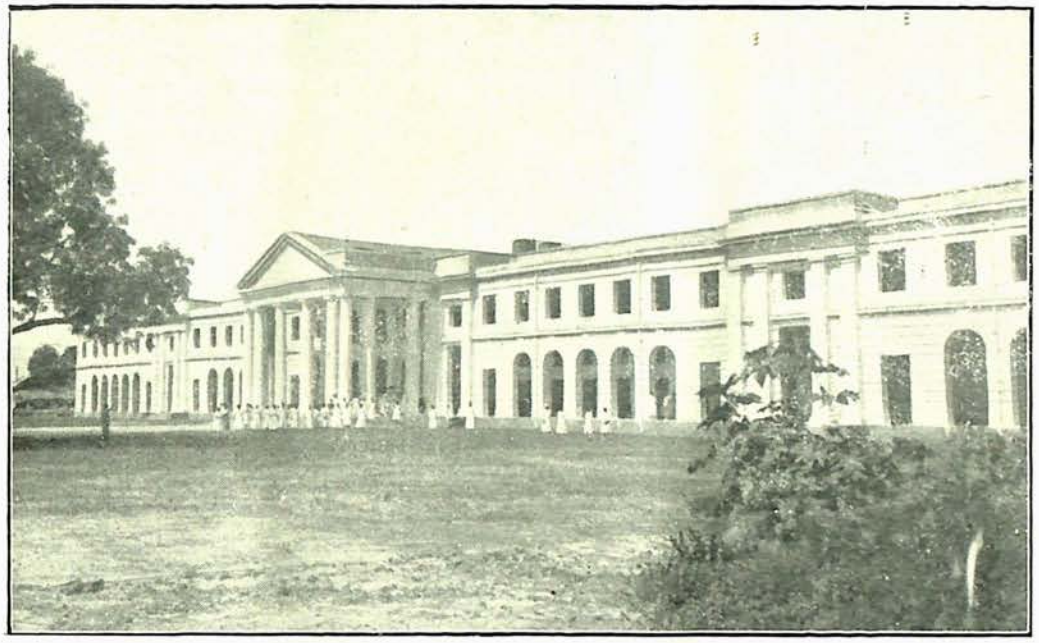
Training Colleges, Schools and classes.

244. The Government Training Colleges at Allahabad, Lucknow and Agra had 65, 58 and 46 students under training respectively. The Benares Hindu University Training College had 40, and the Aligarh Muslim University Training College had 29 students under training.

There were eight normal schools working during the year. This number is insufficient for requirements, but cannot be extended at present. The curriculum for the Vernacular Teachers' Certificate examination was revised and improved, and a course in first aid has been introduced in all schools. 477 candidates, or 61 per cent., obtained the Vernacular Teachers' Certificate.

The number of training classes has fallen from 303 to 180. This is due to the fact that the supply of trained teachers is now almost sufficient.

Since the close of the year some teachers have been deputed to the Bulandshahr Agricultural School for Agricultural training.



New buildings of the Isabella Thoburn College, Lucknow.

By courtesy of the Lady Principal.

245. The number of institutions teaching Indian girls has increased by 62 to a total of 1,711. The number of scholars increased by 3,429, and the total enrolment is now 66,636. The vast majority of scholars is reading in public institutions. Expenditure increased by nearly Rs. 1 lakh to a total of Rs. 12.38 lakhs. There was, however, a decrease in district board expenditure on primary schools for girls. **Girls' schools.**

In the sphere of collegiate education, the Isabella Thoburn College moved into its new spacious buildings near the Lucknow University. Two M. A. degrees and four B. A. degrees were gained during the year by students from this institution.

Intermediate classes are attached to colleges at Lucknow, Allahabad and Benares, and the total enrolment in these classes was 57.

12 secondary schools (including institutions with intermediate classes) teach up to the High School standard, and 144 girls were enrolled in the higher sections. 187 girls were successful in the English Middle examination.

The number and enrolment of Vernacular Middle Schools increased substantially to 97 and 10,404 respectively. 152 candidates passed the Middle Vernacular examination. The number and enrolment of primary schools for girls increased slightly. The backward condition of education in these schools, and the unsuitability of buildings and, often, of staff, are discouraging factors in the improvement of primary education for girls. The dearth of suitable and qualified teachers is a perennial complaint.

246. The progress of agricultural, industrial and technical schools of various kinds has been detailed in describing agricultural and industrial development in Chapter IV *ante*. **Technical education.**

247. There was little difference in the number of institutions and of scholars, and the expenditure was much as last year. The total expenditure was Rs. 13.79 lakhs, of which 43.9 per cent. was contributed by Government. **Special schools: Schools for Europeans.**

248. There was marked expansion of Islamia schools and maktabs during the year. The number of institutions increased by 150. Enrolment in Islamia schools increased by 2,558 to a total of 25,283. Enrolment in maktabs increased by no less than 6,550 to a total of 32,780. **Muhammadan schools.**

In view of the unsatisfactory condition of many maktabs, the experiment is to be tried of appointing supervisors to inspect maktabs in a few selected districts.

249. With the assistance of an annual grant of one lakh to district boards, the number of schools for depressed classes rose by 65, and enrolment improved by 6,321 to a total of 22,943. The schools are reported to be doing well, but are hampered by dearth of suitable and qualified teachers. It is **Depressed classes.**

also reported that there is somewhat less objection on the part of higher castes to the admission of boys of the depressed classes to ordinary board schools than formerly.

Board of High School and Intermediate Education.

250. This was the second year of the Board's existence. The Board held four examinations, *viz.*, the Intermediate examination, the Commercial Diploma examination, and two High School examinations. The number of candidates registered for these examinations was 10,217, more than double the total number of candidates who appeared at corresponding examinations of the Allahabad University held in the previous year. Recognition was given to new institutions for examinations—five for the High School examination, six for the Intermediate, and three for the Commercial Diploma examination. The Board had under review, during the year, the question of introducing vocational subjects into High School and Intermediate courses; and the subjects prescribed for the Intermediate examination have been divided into suitable groups for the guidance of students who propose, after finishing their High School or Intermediate courses, to enter on specialized courses in technical and professional subjects.

40. Literature and the Press.

LITERARY PUBLICATIONS.

Number.

251. The number of works published and registered under the Copyright Act in these provinces during 1923-24 declined from 2,874 to 2,627. A great shrinkage in the number of political works more than accounts for the decrease.

Publishing centres.

252. Of publishing centres, Benares, which was second to Allahabad ten years previously, has for some time been foremost in output, and during the year issued 849 publications, or almost as much as the combined output of the next three cities. It was followed by Allahabad with 340 publications, less than it issued ten years earlier; and by Lucknow and Agra, which have both increased their output. Meerut has lost, and Budaun has gained, in importance as a publishing centre.

Language.

253. As usual, works in Hindi form the bulk of the year's output. Hindi was the language of 57 per cent. of publications, and was followed by Urdu with 14.5 per cent. 188 books were published in English, 98 in Sanskrit and 19 in Arabic and Persian. Polygot books, mostly of an educational nature, continue to increase, and totalled 324 during the year.

Forms of expression.

254. Poetry continues to hold its own as a favourite vehicle of expression on very diverse subjects, and more than

one-third of the publications of the year were in verse. For purposes of disputation and teaching, the forms of dialogue and catechism appear to be gaining in popularity. The dramatic form is popular chiefly as a medium of expression for incidents from epic Hindu poetry.

Subject matter: General.

255. Registered publications included 1,917 original works and 708 reprints. Considering that the number of copies issued of original works usually varies between 500 and 2,000 copies, the low percentage of reprints indicates the ephemeral character of much of the output. It must also be admitted that there are few authors whose subject-matter or literary merits secure for them the distinction of fresh editions or reprints.

Religion.

A large number of works in prose and poetry dealt with the religions of the province. Of a general nature were works dealing with Vedic religion as the cradle of all religions, with Jainism, with Islam, and with the tenets of the Ahmadiyya faith. Of a personal nature were lives of Musalman saints and Hindu ascetics. Numerous books dealt with proper observance of religious ritual. Strained communal relations led to an increase of controversial writings, particularly in regard to the *Shuddhi* movement and in regard to cow-sacrifice. The merits and defects of different religions were vigorously canvassed.

Social ethics.

Numerous books and pamphlets dealt vigorously with such current topics as marriages between elderly bridegrooms and young brides, and child-marriage. Much was written in regard to remarriage of widows, particularly of child-widows, the *purdah* system, and the promotion of female education. Muslim ladies were exhorted to emulate the ladies of Angora; and on the other side there were writings on the excessive love of ornament and on the dangers of unveiling and of freedom for women. Caste questions received attention; in addition to literature dealing with untouchability in particular, the claims of several castes to higher status were put forward. A pamphlet, *Are the Nais Brahmans?* and a monthly magazine devoted to the interests of " The Kushvaha Kshattriyas—the Koris, Kachhis and Murais," were typical of literature of this class.

Energetic homilies and stories in prose and verse were directed against gambling at *Dewali*, indecent songs at *Holi*, intemperance, and prostitution.

Politics.

The bulk of the output consisted of reprints of resolutions passed and speeches made at various political gatherings of the year. A few collections of political songs

attracted attention, and there were a few original pamphlets. The action of the Turks evoked a number of books dealing with the history and position of the Caliphate; but in general Khilafat matters and the *charkha* disappeared from current literature to make room for a crop of works dealing with the *Shuddhi* and *Sangathan* and *Ali Gol* movements. Politics were occasionally introduced into works on other subjects.

History and biography. On archaeological subjects a few books appeared dealing with the edicts of Asoka, ancient Hindi manuscripts, and ancient Jain temples. A history of the Jaunpur Kings appeared. In addition to a short history of the Turks, two works dealt with the Turko-Greek War in Anatolia.

Biography was exceedingly popular. In Hindi works the lives and deeds of the warrior Chattra Sal and of Queen Padmavati of Chittor, of Prithviraj, and of Alha and Udal, two heroes of Mahoba, were extolled with enthusiasm. In Urdu there were lives of Nurjahan, the consort of Jahangir, and of Mustafa Kemal Pasha.

Science and Philosophy. Practically the only original work on scientific subjects appeared in the Indian Journal of Economics. Of philosophical works there were two books on immortality and one on the organization of the Universe. Political philosophy was represented by an Urdu translation of Rousseau, and by works on Islamic culture and on the requirements of representative government.

Poetry. A large number of Hindi poems narrated episodes from the Mahabharata and the Ramayana. The three-hundredth anniversary of the death of Tulsi Das evoked collections of his works and, if possible, still more reading and recitation of the Ramayana than usual. Song calendars and seasonal songs were popular, and there were a few anthologies. Poetry which was not specifically devotional or didactic was for the most part erotic. The Rubaiyat of Omar Khayyam received a new rendering into Urdu.

Fiction. The output of fiction was only 10 per cent. of the whole output. Apart from the usual series of novels of an expressly didactic or historical nature, there is evidently increasing interest in the "detective" story, with its lively illustrations of the ingenuity of villains, rogues, and detectives. It is superseding the erotic novel to some extent. The novel of modern social life continues to be rare.

Miscellaneous. Educational works consisted principally of elementary text-books, "cram" books and "keys." The only books on travel were brief guides to Sarnath, Badrinath, and to America. A few medical books dealt with physiology and hygiene.

Law was represented by two or three books, one on the Workmen's Compensation Act, the others on the Agra Pre-emption Act. Except for a 'Guide to the laws, rules and procedure affecting the carriage of goods by rail,' agriculture and trade were neglected altogether.

THE PRESS.

Number of newspapers.

256. The number of newspapers and periodicals declined for the second year in succession, and was 455 against 525 two years earlier. The fall was most marked in the number of Urdu publications, and was, presumably, connected with a decline in Khilafat agitation consequent on peace with Turkey and the ratification of the Treaty of Lausanne.

Publishing centres, and language of publication.

257. Allahabad led the way with 66 newspapers and periodicals, followed by Lucknow with 62. Benares, Agra and Cawnpore were a good way behind with 39, 32 and 31 publications respectively.

Hindi publications numbered 205; Urdu 161; English 82; Bengali 5; Sanskrit 2.

Circulation.

258. The bulk of publications consisted of monthly periodicals. 105 newspapers appeared weekly, and only 19 were issued daily. An appreciable decline of interest in political commentary is indicated by the fact that only 8 daily newspapers—four in English, three in Hindi and one in Urdu—had circulations of over 2,000 copies daily. Amongst weeklies, the largest circulation was that of a Hindi newspaper with 14,000 copies.

A number of new papers expressing extremist political views appeared, but they only partially replaced some which ceased to exist during the year. Communal tension was responsible for the appearance of several new papers dealing with subjects in dispute between Hindus and Muslims.

Subject-matter: General.

259. Apart from the publication of press telegrams of general and local interest, to which an increasing number of newspapers give attention, the great bulk of subject-matter consisted of political commentary. There was a decided improvement in the form in which expression was given to political views; and, save with half a dozen prints, mere vituperation of the doings of Government or of political opponents ceased to be popular with newspapers of these provinces. Party competition at elections, communal differences, and the excesses committed at riots led to a rise in the temperature of political writings. But, as a rule, leading organs of the press strove to preserve peace and to maintain moderation in language while expressing their points of view with vigour.

In consequence, no action against the press under the law was necessary, save in one case of ultra-violent comment on the Saharanpur riot.

Imperial and foreign affairs.

The conclusion of peace with Turkey and the terms of settlement arrived at gave much satisfaction to the Muslim press; and the *Leader* observed that none of the nations defeated in the Great War had emerged so honourably from peace negotiations. Turkish re-organization was viewed hopefully, but news of the abolition of the Caliphate by the Turks caused unmixed grief and concern. Attention was drawn to the bad arrangements for pilgrims in the Hedjaz. The prospect of trouble with Afghanistan caused dismay, and relief was felt when the situation was eased by the capture of the Kohat murderers.

The Indian press was unanimous in condemning the Kenya settlement, and opinion was not influenced at all by the publication of a White Paper explaining the settlement. The grievances of Indians in British African colonies continued to be ventilated during the year, and were frequently advanced as a ground for non-participation by India in the British Empire Exhibition at Wembley.

Liberal papers looked for a more advanced attitude towards Indian affairs from the accession of a Labour Government in Britain; but the organs supporting the Swarajists bade their readers expect nothing from any British party.

Hindu-Muslim relations.

The controversy over the reclamation of the Malkana Rajputs became acute in the early part of the year, and dissensions arose over other questions, such as cow-sacrifice and the Hindu *Sangathan* movement. Neither an attempt by the Provincial Congress Committee to debar Congress members from taking part in *Shuddhi* activities nor the All-India Congress compromise at Delhi on the subject of reclamation succeeded in preventing the appearance of fervent writings on communal questions; while the meeting of the Hindu Maha Sabha at Benares and its resolutions on Hindu organization came in for much comment, both enthusiastic and hostile. The riots at Multan, Amritsar, Saharanpur and Agra provided fresh fuel for publicists. Some of the most ardent nationalist papers were also the most active protagonists of communal interests; and it was not uncommon to find side by side in the same paper two articles, one of which pleaded for unity and ascribed communal differences to British machinations, while the other represented the Hindu or the Muslim attitude on some communal dispute in terms which could hardly fail to give offence to the other community.

The split in the Congress over the question of Council entry was at first made the occasion of much criticism of the Swarajists, but opinion veered round in favour of giving them a chance to capture the Councils; and it became enthusiastic in their favour after the success of the party at the elections. Efforts were made to bridge the gulf between No-changers and Swarajists, and rancour was largely diverted against the Liberal party, whose overtures for the re-union of progressive politicians on a constitutional programme were rejected in terms far from flattering. The release of the Ali brothers occasioned hopes of quickened enthusiasm for the non-co-operation programme; but the Cocanada Congress was generally felt to be barren of material results. The movement for Mr. Gandhi's release gathered strength from news of his ill-health in jail, and his release was received with jubilation. Newspapers of many shades of opinion appreciated warmly both the motives leading to the release and the successful treatment of the patient by Colonel Maddock; but the more extreme papers attributed the release to nothing but motives of policy and fear of the Legislative Assembly. **The non-co-operation movement.**

Little was heard of the *charkha* aspect of the non-co-operation programme until after Mr. Gandhi's release; but civil disobedience was canvassed in connection with the Nagpur Flag agitation and even as a means of distracting attention from communal quarrels. Opinion against any attempt to start such a movement in these provinces was decided, though much sympathy was expressed for the Akalis, and, after some initial doubts, for the ex-Maharaja of Nabha. A warfare of words was waged over the state of the Khilafat Fund accounts.

Liberal newspapers continued freely to criticise the Government, particularly in regard to the resignation of Ministers in these provinces and in regard to the working of the Reforms. They also indulged in penetrating criticism of the "unconstitutional" items of the non-co-operation programme —a course which brought down vials of wrath upon leading Liberal publicists. **The Liberal Party.**

The drift of public opinion in favour of agitation through constitutional channels brought with it increased knowledge and criticism of Diarchy. The certification of the increased salt duty by His Excellency the Viceroy evoked a storm of criticism in the papers which lasted for five weeks. Throughout the year there were insistent calls for a further advance in self-government. **The Reforms.**

Miscellaneous.

Very little was heard of the *Kisan* movement and of the wrongs of the tenant. Bolshevism and the Bolsheviks received increasing attention. Muslim papers were hostile and suspicious in their attitude, especially in view of Bolshevik behaviour in Turkestan; but the *Vartman* of Cawnpore came repeatedly to the conclusion that Bolshevism was spreading with irresistible force. In local affairs the necessity for economy in administration received much attention, but proposals for amalgamation of several districts were very strongly opposed. Swarajists were elated by the success of members of their party in municipal and district board elections.

41. Arts and Sciences.

(*See reports on the Lucknow and Muttra Museums and on the Allahabad Public Library for the year ending 31st March*, 1924.)

Museums.

260. But for a fortnight in September, 1923, when the energies of the Curator were entirely occupied with the work of saving the specimens and exhibits from the record Gumti flood of that month, the Provincial Museum at Lucknow was open to the public throughout the year. The number of visitors rose from 108,495 to 112,751.

The Curator was successful in his difficult and delicate task of removing exhibits out of harm's way during the floods.

New acquisitions to the Museum included 21 specimens under Archaeology, 149 under Numismatics, 55 under Natural History, 19 under Ethnography, and 5 additions to the Picture Gallery and 120 to the Library.

The Archaeological accessions included an image of Jambhala, the Buddhist god of wealth, found in Allahabad district: and a sandstone slab, representing Brahma, Vishnu and Mahesh, from Etah district.

Additions to the coin cabinet included some most important and very rare silver coins of the Indo-Greek, (for instance, Apollodotos and Hippostratos bust types), Kushan, Delhi Sultan, Bahmani and Mughal dynasties. Among gold coins were issues of Shamsuddin Mahmud Shah Bahmani (768 *Hejira*), and of Shahjahan and Aurangzeb. National History acquisitions included 20 duplicate skins of birds collected in the American Natural History Expedition of 1923.

The Picture Gallery was enriched by a painting of "Hazrat Babar Badshah" with Daulat Khan, (Governor of the Punjab

under Ibrahim Lodi), handcuffed before him. An album with over 100 present-day photographs of Lucknow forms a valuable record recently presented.

The additions to the Library include some useful historical records and some valuable modern illustrated records of Indian flora and fauna. Some photographs of neolithic rock paintings were secured by the Curator at Kalyanpur in Banda district. He also acquired the Buddhist image above-mentioned.

The net cost of upkeep to Government was Rs. 16,273.

The archaeological museum at Muttra, under the charge of an Honorary Curator, had a successful year.

261. The leading Public Library is that at Allahabad. 507 books were added during 1923-24, bringing the total up to 32,799 books. The number of visitors rose from 7,761 to 13,201, while there are 886 depositors. The list of books covers a wide and modern range. Judging from the numbers of books issued to depositors, works of English Literature received most attention, and works of Fiction and on History followed closely, with works on Sociology further behind. **Libraries.**

The Universities, particularly those at Allahabad and Benares, possess extensive and growing libraries.

262. It is early to attempt to record provincial progress in the revival of the Fine Arts; but the awakening of a wider interest in what has for long been the occupation and recreation of connoisseurs only is indicated in the holding of large and enthusiastic conferences on Painting and Music at Lucknow in January, 1925, and in the progress then made towards the collection of funds sufficient for establishing an Indian College of Music. **The Fine Arts.**

CHAPTER VIII.—ARCHAEOLOGY.

42. Archaeology.

(See extracts relating to the United Provinces from the reports of the Superintendent, Hindu and Buddhist Monuments, Northern Circle, and of the Superintendent, Muhammadan and British Monuments, Northern Circle, for the year ending 31st March, 1924.)

The details which follow refer to monuments in charge of the Central Government. The monuments in charge of the Provincial Government are of minor importance.

HINDU AND BUDDHIST MONUMENTS.

Conservation.

263. At Sarnath, the eastern enclosure wall of the forecourt of the Main Shrine was repaired, largely with old bricks obtained from the site. Two portions of the brick drain belonging to the Main Shrine which was brought to light in 1921 were reconstructed and covered with the original material and stone slabs. Excavation has shown that in more ancient times the drain used to flow towards the *jhil* on the north side, but that, with the construction of a temple by Queen Kumaradevi, the ground between the drain and the *jhil* was raised without an underground drain being provided. In consequence, rain water has soaked into the monuments for centuries. A broad channel has therefore now been excavated to drain off water into the *jhil* as in the beginning.

The Dharmchakrajinvihara, which has so far received little attention, was taken in hand during the year. An interesting work was the excavation and repair of a long subterranean passage, in the western portion of the monument, which leads to a little shrine erected by Queen Kumaradevi to provide a place of solitude for spiritual exercises. A visitor may now descend into the passage by the original staircase and traverse its whole length to the shrine, which has also been repaired in its original condition.

At Dwarahat important restorations have been made in three of the shrines, and in the temples of Ratandeo and Gujardeo.

The approach to the famous Fort of Kalinjar in Banda district has been cleared. The work of re-erecting the ancient pillar of Kosam, district Allahabad (the ancient Kausambi),

has been completed. Rupees 0.22 lakhs was spent on conservation during the year.

Exploration.

264. Excavations were made at Bilsar in the Etah district with a view to discovering the ancient Mahsena temple. Unfortunately it was not found, and it lies, probably, on the other side of the *torana* on a site now covered by buildings. Some interesting Buddhist remains were discovered during the excavations.

The Superintendent also visited Lakha Mandal in the Jaunsar-Bawar State, where remains exist of ancient temples dedicated to Saiva and Vaishnava deities. The urgent need for conservation work there was clearly demonstrated.

The remains of the ancient city of Chakranagar on the banks of the Jumna in the Etawah district, which must have been a place of great antiquity and importance, were also inspected, and it is intended to explore the large *khera* (about three miles in circuit) as soon as funds permit. With the aid of a Nagari inscription of the Vikrama Samvat year 1245 which the Superintendent discovered in a ruined temple at Meohar, 8½ miles from Kosam, Allahabad district, and by further examination of earlier discoveries, the Superintendent has been able definitely to identify Kosam with the ancient Kausambi, the capital city of the kingdom of that name.

Muhammadan and British Monuments.

Conservation.

265. The chief work of the year was the restoration of the south-western Chhatri of the Taj at Agra, which was in a very dangerous condition. The dome was found to be solid throughout, and consisted of red sandstone slabs overlaid by a layer of bricks and then by marble. Though the dismantling of the heavy slabs proved a difficult operation, the dome was eventually rebuilt exactly as the original structure was built.

In the Fort, Agra, a new pavement was laid in the Jahangiri Mahal, and some roofs were repaired with copper sheeting. The Amar Singh gate was thrown open to the inspection of visitors from the close of the year, by the consent of the military authorities. At Sikandra progress was made on the restoration of causeways. At Fatehpur-Sikri new wooden doors of Mughal design were provided to the gates on either side of the Buland Darwaza. Income from the Dargah endowments was expended on the restoration of the beautiful painting inside the tomb of Sheikh Salim Chishti.

The historic Roman Catholic Church at Sardhana, Meerut district, underwent special repairs. Half the cost was borne

by Government, as the building is a protected monument, and half by the Mission.

The total cost of conservation during the year was Rs. 1.57 lakhs.

266. There is a vast field for exploration in respect of remains in a great number of districts of the provinces. The results would amply fulfil expectations, but progress is extremely limited owing to lack of funds.

CHAPTER IX.—MISCELLANEOUS.

43. Ecclesiastical.

267. The year was uneventful.

44. Emigration and Immigration.

(*See reports on Emigration from Calcutta in* 1923, *and on Assam Labour and Emigration from the United Provinces for the year ending* 30*th June* 1924.)

Foreign emigration.

268. During 1923 and 1924 emigration to countries overseas was entirely stopped, except that for the period of one year, from 31st May, 1923 to 31st May, 1924, emigration to Mauritius was made lawful under terms and conditions approved by the Government of India. The total number of emigrants going to Mauritius from the United Provinces during this period was 216. The emigrants were agriculturists and came chiefly from the eastern districts.

Most of the emigrants to the Colonies in the past have gone from the United Provinces; and, while no record is kept of the destinations to which returned emigrants landing at Calcutta proceed, it seems a reasonable inference that the majority of returned emigrants comes back to the United Provinces. The figures of emigrants returning to Calcutta are therefore, of some provincial interest. In 1923 a total of 3,205 emigrants returned, with savings aggregating over Rs. 11 lakhs and averaging over Rs. 349 apiece. In 1924 the number of returned emigrants was 1,921, with savings aggregating Rs. 5½ lakhs and averaging Rs. 272 apiece.

Inland emigration.

269. The only statistics kept refer to recruitment of coolies for Assam, but a fair number of individuals from these provinces also finds employment every year in Calcutta and Bombay. The number of coolies recruited for Assam during 1923-24 rose by over 900 to a total of 5,639. The rise was connected with the provincial floods of September, 1923, which left a certain number of men without homes or occupation. Recruitment was, as usual, chiefly from districts which traditionally furnish men for Assam, and 71 per cent. of the number recruited came from Gorakhpur, Basti and Cawnpore. Contrary to custom, very few Nepalese offered

themselves for recruitment. No cases of malpractice or extortion came to light.

Immigration.

270. No record of movements of immigration from other parts of India is maintained. It is believed, however, that the series of favourable monsoons has attracted a good deal of labour home from Assam, while, in the course of prolonged mill disputes in Bombay, several hundreds of mill-hands belonging to these provinces returned to their homes. There is also every year a small but steady flow of immigration from Indian States.

45. Government printing and stationery.

Government Press.

271. The normal work of the Government Press was increased during the year by the work of printing supplementary electoral rolls for elections to the Legislative Assembly and the Legislative Council; but there was a considerable decrease in the output of literature by the Publicity department. In addition to the main Press at Allahabad, the Branch Presses at Lucknow and Naini Tal were fully employed, the Lucknow branch being specially busy with Legislative Council work.

The price of paper was practically the same as in the previous year. As a result of rigid economy in all departments, the quantity of paper used fell from 612 tons to 434 tons. The value of printing done by the Press fell from Rs. 9.31 lakhs to Rs. 9.11 lakhs.

Both receipts and expenditure increased slightly. But for expenditure of Rs. 1.22 lakhs on printing for elections, there would have been a fall of nearly a lakh in expenditure. Compared with the pre-War year 1913-14, expenditure shows a rise of 65 per cent., and receipts show a rise of no less than 125 per cent. Of the total rise in expenditure, electoral printing accounted for 31 per cent. In fact, the rise in expenditure due to the Reforms and to other political and industrial developments mainly accounts for the increase in the cost of this department during the last decade, and it has continued to maintain its marked efficiency at a very moderate increase in working expenses.

Stationery.

272. The value of stationery supplied for official purposes to the provinces declined from Rs. 6.94 lakhs to Rs. 4.90 lakhs. The share of the Government Press was Rs. 2.74 lakhs as against Rs. 4.14 lakhs in the previous year. The cost *per capita* has declined from Rs. 16 to Rs. 11 in the last two years.

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on 01 February, 2020